



**MANAGEMENT STUDY FOR ESTABLISHING
AND MANAGING A CIVILIAN RESERVE**

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1. EXECUTIVE SUMMARY

1. Executive Summary

[We] will also work to expand our use of civilian volunteers from outside our government, who have the right skills and are willing to serve in these missions.

—(President George W. Bush, May 18, 2005)

None of us should forever be using military forces to do what civilians should be doing.

—(Condoleezza Rice, August 2001)

1.1 Background and Purpose

The Office of the Coordinator for Reconstruction and Stabilization (S/CRS) was formed within the Department of State by Congress in response to the changed realities of a post-9/11 world. Given the many threats to national security in the post-Cold War, post-9/11 world, the U.S. Government (USG) must address more than the traditional humanitarian and developmental goals. The military and diplomatic models of the last century are no longer valid. Afghanistan in 2001 was a radical demonstration of why the stabilization of war torn societies is critical to global security. The stabilization and/or reconstruction of failed and failing states has become one of the defining challenges of our era.

This transformation from conflict to stability creates a critical need to build USG capacity in a broad range of skills necessary in Reconstruction and Stabilization (R&S) operations. A recommended solution is a Civilian Reserve (CR), made up of private and public sector industry experts, who are committed to working toward the stabilization and reconstruction of the weak, disintegrating, and collapsed states that have become sources of regional disorder, transnational terror, and humanitarian calamity.

Secretary of State Condoleezza Rice introduced this idea in her speech on Transformational Diplomacy on January 18, 2006, "Should a state fail in the future, we want the men and the women of this office to be able to spring into action quickly. We will look to them to partner immediately with our military, with other federal agencies and with our international allies, and eventually we envision this office assembling and deploying the kinds of civilians who are essential in post-conflict operations: police officers and judges and electricians and engineers, bankers and economists and legal experts and election monitors."

Since its establishment, S/CRS conceived of a suite of response mechanisms to fill the need described by Secretary Rice in 2001. The mechanisms are: the Active Response Corps (ARC), the Standby Response Corps (SRC), the Civilian Reserve, and the Global Skills Network (GSN). The ARC serves as S/CRS' first responders, trained and ready to deploy within 1–14 days. They are full-time USG employees who are responsible for the assessment and execution of urgent operations.

When required, the ARC is supplemented by the Standby Response Corps. SRC members, made up of USG employees from civilian agencies, volunteer to be available for deployment within 30 days' notice for reconstruction and stabilization operations. The SRC mission lasts approximately 180–365 days.

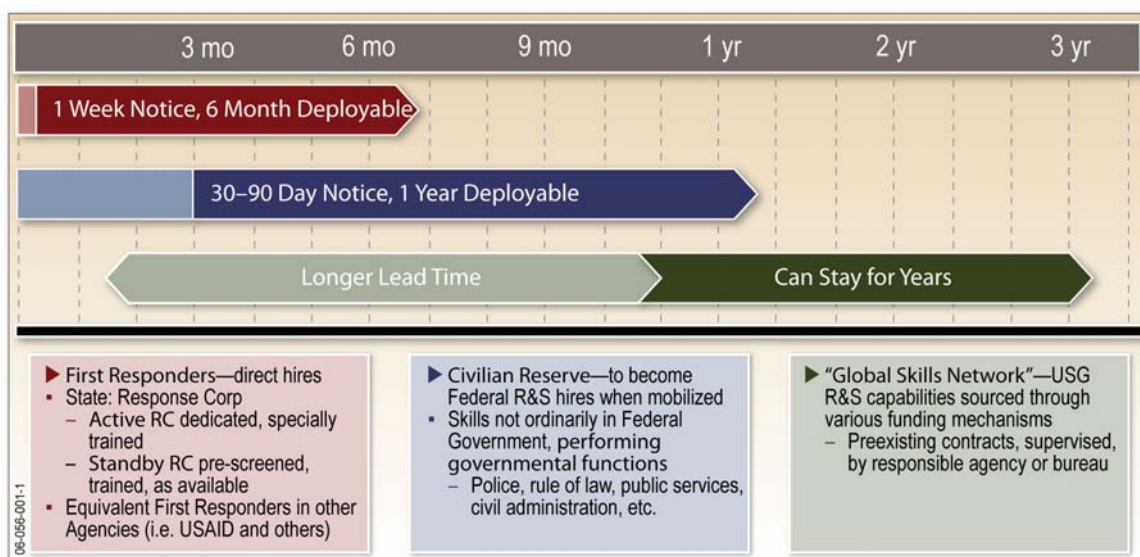
The Civilian Reserve is made up of a new kind of USG employee—one that is treated uniquely from a human capital management perspective, and is benched until called up for deployment training and mobilization. Recruited from Federal, state, and local governments, as well as the

private sector, they form a reserve pool of highly-qualified functional experts and program managers. They succeed ARC and SRC members in the field to sustain and expand deployment operations for approximately one year.

Contractors, non-governmental organizations (NGOs) and international organizations form the “Global Skills Network”, a set of vetted and experienced international professionals sourced through various funding mechanisms and supervised by USG employees, who serve as the fourth response mechanism. They supplement the Civilian Reserve and allow USG civilians to draw down after an embassy is established, or if the host government is independently capable of managing operations.

The timeline for these deployments can be found in figure 1-1. In practice, however, some personnel of the ARC/SRC, CR, and GSN would likely be present simultaneously rather than sequentially, with the mix evolving as circumstances require and with each group concentrating efforts in their areas of comparative advantage.

Figure 1-1. Timeline of Civilian Response Mechanisms



Given the history of applying U.S. Government civil service staff and contractor staff overseas to post-conflict environments, the ARC, SRC, and GSN response mechanisms are conceptually more mature than the Civilian Reserve. There exist case studies for these three organizations from which to draw lessons learned, as well as examples of individual, agency, and corporate experiences. The Civilian Reserve, on the other hand, has no prior history. The challenges surrounding the creation of a Civilian Reserve are manifold.

1.2 Management Study Approach

On March 3, 2006, S/CRS contracted with BearingPoint to conduct a detailed study on the requirements for establishing and managing a Civilian Reserve. The scope of work posed substantial and fundamental questions:

- Who should the Civilian Reserve recruit?
 - Functional skills
 - Professional experience
 - Personal qualifications
- What strategies and incentives should be employed to attract the right people?
- What practices should be employed to select and retain qualified people?
- What is the optimal deployment length and frequency?
- What team and management structures should be employed in the field?
- What types of training should Civilian Reservists receive?
- What types of equipment and other support should be provided to facilitate Reservists' and mission success?
- Where should the Civilian Reserve be located within the USG, and how should its Headquarters be structured?
- What administrative and management functions should CR Headquarters staff provide, and what is an appropriate mix of permanent USG staff and contractors?
- How much will the Civilian Reserve cost –
 - to create and sustain the roster?
 - to deploy Reservists?
- What new legislation is required to make the Civilian Reserve successful?

To best respond to research requirements, BearingPoint organized its Management Study Team into five sub-teams that correspond to the S/CRS focus areas: Human Resource Planning, Deployment Operations, Administrative Planning, Budget Planning, and Legal and Regulatory Support.

The BearingPoint team benchmarked more than 135 relevant organizations from the USG, the international community, NGOs and the private sector. BearingPoint deployed a customized survey instrument to over 2,000 potential reservists, conducted numerous focus groups, and attended several conferences. In addition, BearingPoint researched more than 500 legal and legislative references and constructed cost models and budget projections. The compilation of research contained in this Study also includes prior studies by the U.S. Government, academic institutions, private sector actors, international organizations, and think tank circles.

1.3 Recommended Civilian Reserve Model

Historically, USG reconstruction and stabilization efforts have either failed or achieved less-than-desirable results. Part of this failure is due to an inelastic situation-based approach to R&S. As

R&S experts have observed, each scenario, whether in Kosovo, Sudan, Afghanistan, or Iraq, is unique and requires an R&S model that can be tailored to fit particular mission needs. BearingPoint has created a Civilian Reserve model that is built from the ground-up based on functional requirements research; it is responsive to variable planning factors in scale and flexibility, adaptive to any mission or scenario, and designed to withstand the frequently changing variables of these fast-moving and ever-changing situations.

Specific recommendations surrounding the BearingPoint Team's Civilian Reserve model are highlighted by sub-team below:

1.4 Human Resources Planning

The CR should be built and maintained with a broad mix of skill sets and roles consistent with the full range of R&S tasks and program support requirements to ensure that the Reserve maintains maximum flexibility for deployment into different operations. Functional areas include establishing/reestablishing rule of law; providing essential (non-humanitarian) services, and repairing/rebuilding infrastructure; establishing/reestablishing operability of government institutions; preparing local leaders to operate in a democratic market system; and initiating a political transition process. Table 4-3 of the Human Resources Planning section contains specific recommended positions and levels, followed by a suggested roster allocation over the initial three-year CR build-up. The roster composition may change over time as conditions (e.g., types of post-conflict scenarios anticipated, evolution of other USG agency capabilities, and other factors that affect demand for the CR) dictate alterations in the necessary mix of skills, roles, and numbers.

To aid in recruiting candidates to fill these positions, S/CRS should build a "CR brand", marketed and attached to DoS from the outset of the CR creation process. This will support a more focused recruiting strategy that applies a mix of universal and targeted approaches to help attract potential candidates from targeted sectors (analysis of specific resource pools is provided in Table 4-5 of the Human Resources Planning section). Specific recruiting efforts should make use of the most cost-effective media strategies for the identified target markets—web advertisements, professional and academic forums, association outreach, and university partnerships—supported by a centralized on-line information and application center that can also be used for candidate tracking by CR Headquarters.

To facilitate acquisition of skilled, capable resources, CR Headquarters should take a three-pronged approach to evaluating applicants based on a set of knowledge, skills, and attributes (KSAs) that are core to the CR program as a whole, as well as job-specific knowledge and experience. This would start with a standard application submitted on-line to enable efficient screening for basic requirements, followed by a written examination to filter applicants on responses to key factors. The evaluation process should culminate with an in-person Assessment Center program that relies upon multiple evaluation methods to assess each candidate's ability to perform the required job tasks in post-conflict environments, and to effectively represent USG and its interests while doing so.

New hires should be salaried using pay bands as a salary scale, relying on market standards and current individual pay rates for starting offers with flexibility to adjust as needed, and applying differentials as a standard add-on to base compensation. This should be supplemented by a standardized cafeteria-style benefits program reflecting participant requirements and a mix of incentives flexibly applied to respond to changing needs and conditions.

All new hires should enter into a standard service agreement with a four-year term, clearly laying out Reservist and USG responsibilities. The service agreement should note that the ability for Reservists to refuse deployment call-ups is limited to select pre-defined situations backed by enforceable sanctions. The CR service agreement should be supported by Reservist re-employment rights so that individuals are able to return to their jobs post-deployment. To establish these rights, the CR should create a specific program that combines legislative mechanisms with initiatives to proactively facilitate employer support. In certain cases, particularly law enforcement, subsidization of local employers to actively encourage the growth of dedicated, trained, and readily available resources may also be needed.

When personnel are deployed, CR Headquarters should establish clear performance expectations that are tied to program strategic and tactical goals in a formal, frequent evaluation program. Results should be used to reward and remediate in the field and at individual development and retention decision points after deployment.

Performance management mechanisms should also be used to support retention efforts, to help ensure that those who are permitted to renew their contracts are quality performers. Retention incentives should be selectively applied based on skill requirements and past individual performance, supported by a “pay for performance” scheme that ties compensation increases to results. Care should be taken to ensure effective operations in the field and a positive experience for Reservists throughout the program life cycle so as to maintain the integrity of the institution in the eyes of other potential reservists.

The Constabulary Police should be a part of the Civilian Reserve response mechanism, but for a variety of reasons, they should be recruited, trained, and organized separately.

1.5 Deployment Operations

Based on findings from benchmarking interviews and focus groups, a maximum 12-month tour length during a four-year commitment is acceptable to prospective Civilian Reservists and would satisfy both operational requirements and continuity concerns. The tour length would include the time needed for onboarding or off-boarding (mobilization and de-mobilization) activities, including pre-deployment training, processing, clearances, travel time, and post-mission debriefs.

S/CRS should adopt and adapt the Department of Homeland Security’s National Incident Management System (NIMS) Incident Command System (ICS) to organize Reservist teams’ preparation for, and response to, any incident. Once informed that their deployment is imminent, the pre-deployment phase would begin. This phase would average ten days and would include onboarding activities such as vaccinations and medical screenings. Training during this phase would focus on mission-specific briefings and components of the Department of State DSAC course. There would be a 30- to 90-day time period spanning notice of activation to personnel arriving in country.

In terms of organizational structure, the CR should adopt the self-sufficient, modular NIMS ICS structure for its Constabulary Police, with a unit size of approximately 125 officers, and a unit leader-to-officer ratio (or span of control) ranging from 1:5 to 1:10, determined by the risk level in-country. Further, the Chief and Deputy Chief of the Constabulary Police should be permanent USG employees, if possible.

To thoroughly understand Civilian Reserve training requirements, a detailed training/needs assessment should be conducted. This assessment should evaluate learning objectives based on organizational strategies, mission, vision, outlook, and direction with focus on desirable

knowledge, skills, abilities, and behaviors. Training priorities should be derived from this assessment, as well as optimal training schedules and delivery methods.

Based on information collected from benchmarked organizations, surveys, and focus groups, BearingPoint recommends that Reservists should participate in four to six training events during their period of service: baseline training, orientation, annual training, pre-deployment readiness, leadership training and in-country training. Additional training may be required depending on the objective of the mission and/or the region supported. The Baseline Training curriculum for Civilian Reservists should be developed using off-the-shelf courses available through the DoS Foreign Service Institute (FSI), FasTrac, and by developing contracts to access courses from relevant organizations such as the United Nations Institute for Training and Research (UNITAR), USAID and FEMA. Some basic S/CRS instructor-led courses should also be modified to be delivered via a distance learning mechanism.

Orientation training should be conducted over eight business days for functional specialists and ten business days for Civilian Police, Constabulary Police, and related positions. The curriculum should focus on providing Reservists with a strong understanding of the Reserve Program, Reconstruction and Stabilization concepts, security, and application of skills in-country. The program should draw from existing course material developed by the Foreign Service Institute and the Diplomatic Anti-Terrorism Course (DSAC). BearingPoint also recommends that two existing classes from S/CRS' training strategy— "Conflict, Post-Conflict", "S/CRS Overview (R&S Overview-Basic)", and "Interagency, IO and NGO Cultures and Communications"—should also be incorporated into the program.

Annual training should be conducted over six to eight business days, and should focus on some of the same themes delivered during Orientation but should also provide the Reservist with some training on the equipment they would use when deployed as well as standard operating procedures. Some of this training could be delivered via distance learning mechanisms.

Civilian Reserve training should leverage existing/available training facilities, course offerings, and learning management systems and tools that are relevant to the training requirements of the Civilian Reserve. For example, the Diplomatic Security Training Center (DSTC) should be leveraged for additional training and specific tactical exercises. Annual training should be contracted to a local training provider or academic institution.

Most equipment should be issued during the pre-deployment phase. A Memorandum of Understanding (MOU) should be established with the Department of Defense (DoD) to leverage equipment, warehousing facilities and maintenance operations. For clothing and textiles, office equipment, electronics, and vehicles, BearingPoint recommends that DoS utilizes Federal Prison Industries, Inc., "UNICOR", to manage and procure the bulk of their equipment.

Accountability practices that include inspection, tracking, de-commissioning, and cost accounting should follow standard guidelines of the DoS or those of the issuing authority. Non-expendable equipment should be bar-coded with serial numbers for accountability purposes. To identify possible safety hazards and/or equipment in need of repair, non-expendable equipment should be inspected and maintained according to a schedule established by the equipment vendor/provider.

Personnel Security Details (PSDs) are currently provided for a host of personnel serving in post-conflict environments. The number of PSDs required will be determined based on the threat environment and the number of Reservists who will require secure movements daily. It is

expected that the same privileges and protections (including PSD ratios) provided to the first responders will be offered to Civilian Reservists while deployed.

Since Reservists will be traveling at the request of the DoS, it is recommended that the Civilian Reserve leverage the existing DoS contract (currently with Carlson Wagonlit) for travel services both domestically and internationally, or obtain a separate vendor to coordinate travel arrangements. To manage deployment on the ground, an office should be established similar to the Model for Overseas Management Services (MOMS), which managed the in-processing for 3161, DoS, TDY and inter-agency personnel deploying to Iraq. MOMS handles DoS requirements such as country clearances, travel orders, travel vouchers, and deployment assistance.

BearingPoint recommends that ARC members be charged with the responsibility of determining housing needs and assessing housing pool options. If an Embassy compound or another response organization has adequate housing space available, this should be the first consideration. If no housing exists, BearingPoint recommends that DoS utilizes pre-negotiated Indefinite Quantity Contracts (IQCs) to address housing requirements.

1.6 Administrative Planning

The Civilian Reserve's mission and operational requirements suggest that it should reside within S/CRS, with the Director of the Civilian Reserve reporting to the Coordinator for Reconstruction and Stabilization. This will maximize the Coordinator's ability to manage the Civilian Reserve as one of multiple response mechanisms and will provide the Civilian Reserve consistent oversight and adequate technical guidance. S/CRS will need to modify its organizational structure in order to facilitate the success of the Civilian Reserve by adding an operational emphasis and a Board of Advisors that would provide balanced, objective guidance to S/CRS in establishing and managing its response mechanisms.

Within the Civilian Reserve itself, the need to remain agile, flexible, and scalable calls for a lean headquarters staff that centralizes administrative authority and leverages existing DoS infrastructure and capabilities. A management structure should be introduced that consolidates administrative and oversight functions into a Civilian Reserve Program Management Office (PMO). This PMO should be divided into three key areas: Reserve Administration, Reserve Management, and Reserve Operations. This structure should also include leadership by a Director and Chief of Staff; technical experts to provide oversight, guidance, and coordination; and close coordination with the DoS Bureau of Administration's Human Resources Division (A/EX/HRD) as well as other appropriate offices for personnel administration requirements.

The Civilian Reserve Headquarters should perform the following administrative and overhead functions: policy and outreach; program analysis and evaluation; resource management; strategic staffing; marketing and recruiting; personnel administration; training; requirements management; logistics; and communications & technology. Specific recommendations for USG oversight and contractor support in each area are provided in Table 1-1.

Table 1-1. Recommendations for USG Oversight and Contractor Support

Function	Detail
Policy and Outreach	USG employees should make policy decisions and represent the Civilian Reserve externally, but they should employ contractor staff to provide analytical support and recommendations.
Program Analysis and Evaluation	While certain performance measurement requirements and decisions should be the responsibility of DoS staff, contractors should perform the majority of program analysis and evaluation.
Resource Management	Because of the inherently governmental nature of managing the budget and acquisitions, these functions should be primarily USG responsibility, with contractor support for analysis and to augment staff in times of surge.
Strategic Staffing	Strategic staffing should be carried out jointly by DoS staff and contractor support.
Marketing and Recruiting	The majority of marketing and recruiting should be contracted to qualified firms, primarily because recruiting needs will fluctuate significantly as the Civilian Reserve is built, sustained, and deployed.
Personnel Administration	To the extent practicable, the Civilian Reserve should leverage existing DoS capabilities through the Bureau of Administration's Human Resources Division (A/EX/HRD) for the majority of personnel administration functions.
Training	The administration and management of the Reservists' training should be performed by contract staff, under the direction and oversight of a USG chief training officer.
Requirements Management	Requirements management should be carried out jointly by DoS staff and contractor support.
Logistics	The majority of logistics functions, such as equipment, property accountability, and deployment support can be administered and managed by a contracting entity; however, there are certain functions that will require USG oversight by DoS.
Communications and Technology	Communications and technology support at headquarters and in the field should be administered by contractors; however, official, organizational communications during a deployment should be controlled by DoS staff.

To build and sustain the Reserve will require a total Headquarters staff of 46 in FY2007, 53 in FY2008, 63 in FY2009, and 36 for sustainment after FY2009. In order to support eventual deployments, Civilian Reserve Headquarters will need an additional eight staff members to

support a small deployment year (about 600 deployed), 13 to support a medium deployment year (900 deployed), and 24 to support a large deployment year (1,200 deployed).

In addition, the Reserve should fund supplemental staff in other DoS offices to support selected personnel administration requirements. These requirements include additional staff and/or contractors in the Bureau of Administration's Human Resources Division, the Family Liaison Office, Office of Medical Services, and Bureau of Diplomatic Security. To build and sustain the Reserve, these offices will need a total additional staff of 9 in FY2007, 14 in FY2008, and 18 in FY2009 and beyond. In addition to this, they will need 7 more individuals to support a small deployment year, 11 to support a medium deployment year, and 15 to support a large deployment year.

In order to reach the appropriate mix of USG staff and contractors in the Civilian Reserve Headquarters, the USG staff should build-up gradually over the first three years to a sustainment level of 30 people, and contractor support should be used to supplement the USG staff. This will result in a percentage of contractor staff that is large at the beginning (75 percent in FY2007) but decreases as more USG staff is hired (60 percent contractors in FY2008 and 50 percent or less in FY2009 and beyond). Regarding the contracting strategy for headquarters support, the Civilian Reserve should establish a single contracting program with a strategic partner during the formative period of its growth with the option to move to multiple awards once the organization develops and matures.

1.7 Budget

As part of preliminary work to investigate the efficacy of establishing a Civilian Reserve, S/CRS requested \$25 million in funding for the Reserve in FY2007. The \$25 million requested for funding the Civilian Reserve in FY2007, however, is not sufficient to meet the recommendations encompassed in the Human Resources, Administration, and Deployment Operations sections of this Management Study.

The Civilian Reserve requires two funding mechanisms: 1) funding to support the program's creation, sustainment, and management, and 2) funding to support deployments. The current recommended "Create, Sustain, and Manage" budget consists of \$71 million in FY2007, \$101 million in FY2008 and \$169 million in FY2009. Thus, BearingPoint recommends an immediate application from the Secretary of State to the Secretary of Defense requesting the transfer of funds as authorized by Section 1207 of the FY2006 Defense Authorization Act. Should funding be limited to initial budget requests, the Civilian Reserve should continue to make the recruitment and creation of police forces a priority.

Once funding is awarded, the Government should take adequate steps to ensure that funds dedicated to the Program's creation are protected from being used to fund deployments of the Civilian Reserve. The Civilian Reserve itself should invest a significant level of effort to plan for possible contingencies in advance to ensure that forecasted Deployment budget requirements are in line with operational expectations.

1.8 Legislative Requirements

In order for the Civilian Reserve to become a reality, legislative issues must be addressed. Proposed legislation to-date with respect to S/CRS and the civilian post-conflict response has not included all the requirements for a successful Civilian Reserve. In addition, previous legislative attempts have not specifically addressed personnel authority for the Civilian Reservist. Findings

indicate that an existing federal employment classification with enough flexibility and protection necessary to build, sustain, and deploy a Civilian Reserve does not exist. A comprehensive legislative package should specifically address the personnel authority issue. Therefore, BearingPoint recommends the creation of a new Title 22 employee classification in the Foreign Service which would meet Reservist needs. New legislation should be included in an authorization bill, which would eliminate any uncertainty as to the permanence of S/CRS.

A comprehensive package of new legislation should include the following components:

- Grant exception from Title 5 competitive hiring requirements
- Authority to utilize flexible compensation schemes
- Ability to activate/mobilize, pay, and offer benefits intermittently throughout a defined term of commitment
- Authority to hire federal retirees by waiving dual compensation limitations
- Discretion to grant the greater of benefits typically offered to members of the Foreign Service or Civil Service when overseas
- Guaranteed USERRA-like reemployment rights for non-military personnel (USG Civilian Reservists from the private sector), similar to the precedent set by the National Disaster Medical System (NDMS)

1.9 Concluding Remarks

In addition to recommendations regarding the establishment and management of the Civilian Reserve, BearingPoint has also included a set of main foundational observations. While not directly part of the Management Study scope, these foundational observations—S/CRS Organizational Realignment, Comparative Advantage of USG Civilian Reservists, and Implementation of Study Recommendations—represent BearingPoint’s perspective on issues that are key to the successful implementation and long-term success of the core Management Study recommendations.

Although political or budgetary decisions may result in the selective implementation of this Civilian Reserve design, BearingPoint’s recommendations are intended to be utilized in different forms and combinations. It is BearingPoint’s hope that this study does not end as a study; but rather, that the research, analysis, and recommendations be used as a ready-made blueprint for establishing and managing a Civilian Reserve. BearingPoint looks forward to the action that S/CRS will take, after review of this study, to begin implementing the foundation for a Civilian Reserve.

The transformation of failing states into stable members of the international system is an urgent task that requires careful planning and solid execution. This study is intended as the first step in moving the Civilian Reserve from concept to reality and toward meeting a need that could not be more pressing.

2. MANAGEMENT STUDY APPROACH

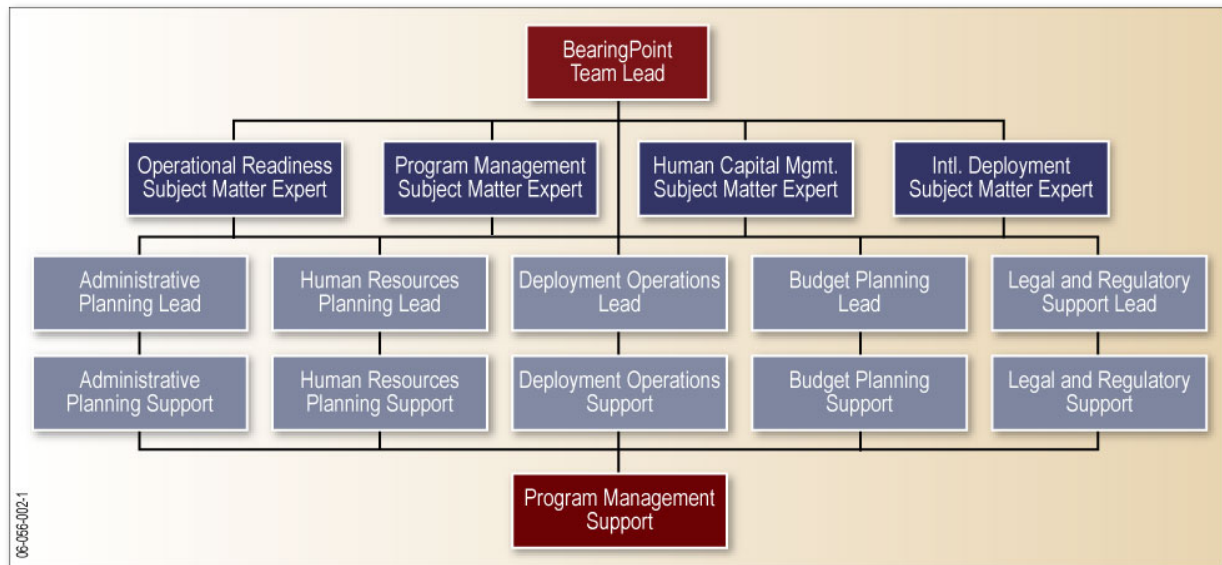


2. Management Study Approach

2.1 Team Organization

Figure 2-1 depicts the organization of the BearingPoint Management Study team.

Figure 2.1. BearingPoint Team Structure for Management Study for Establishing and Managing a Civilian Reserve



Some of the Management Study's work streams overlap and complement each other, which has made it possible for team members to leverage each other's work to arrive at well-researched conclusions and thoroughly vetted recommendations. BearingPoint assembled a team of key personnel who have significant project experience at the Department of State (DoS) and the requisite management skills to excel at this challenging task.

In producing this draft study, the first resource in each of the five work streams provided direction and manpower to the effort, in coordination with the subject matter experts (SMEs) and team lead. The support resources helped conduct interviews, develop documentation, and finalize deliverables.

The entire team was supported by dedicated project management resources. To ensure focus on the tasks at hand, they provided the following assistance:

- Coordinated and prepared project status briefings
- Supported contract, risk, and requirements management
- Managed the deliverable schedule
- Scheduled meetings and documentation preparation
- Reviewed biweekly team time and expense submissions
- Prepared and submitted monthly invoices
- Led engagement start-up and closeout activities



2.2 Research Methodology and Approach

BearingPoint used a variety of research techniques to gather comprehensive information on the many facets involved in establishing and managing a Civilian Reserve (CR). All recommendations posited in this study were formulated from the collection and analysis of extensive research from myriad sources, as described more fully in the following sections.

2.2.1 Data Calls

The first component of the BearingPoint team's approach was to collect hard data on the types of people DoS already deploys overseas, whether U.S. Government (USG) employees or contractors. This information served as one source for developing the composition of the CR roster, as well as understanding the content and effectiveness of existing compensation, benefits, incentives, and recruiting programs that DoS uses.

BearingPoint requested data from DoS Human Resources (HR) related to job descriptions, skills, compensation, benefits, incentives, and similar information on resources that DoS deploys overseas. DoS provided some data relating to the types of positions deployed to certain areas, a copy of its most recent Competency Dictionary, and instructions and screen shots from Employee Profile Plus (EP+), its competency management system. This information contributed to the development of job categories, functions, and qualifications; furthermore, the Administrative Planning team used this information to evaluate the existing systems' capacity to facilitate program administration.

BearingPoint requested data from DoS on contracts, including statements of work, contract duration, and costs to the Government. The team also requested that DoS facilitate a data call with some of its contractors to help identify job categories, skill requirements, compensation, benefits, incentives, deployment terms, and other key points of interest.

2.2.2 Personal Interviews

BearingPoint also conducted more than 135 benchmarking interviews with experts in reconstruction and stabilization (R&S) operations and international deployments, spanning 50 different organizations including the USG, the international community, non-governmental organizations (NGOs), and the private sector. Benchmarking analysis helps to determine which practices are valuable and which are insufficient. BearingPoint developed standard questionnaires, which were refined for each interview to focus key questions appropriately targeted to the respondent(s). These interviews provided a wealth of organizational information that helped answer many of the research questions presented in the Executive Summary. The popularity, proven effectiveness, and/or efficiency of certain practices was taken into consideration when the team formulated recommendations internally. The team's benchmarking analysis included the following entities:

- **Civilian Reserve thought leaders** provided overall background on the thinking behind the concept, raised key issues that needed to be addressed in detailing the CR plan, and helped guide the BearingPoint team to additional sources of information.
- **DoS HR and legal personnel** were instrumental in informing the compensation, benefits, and incentives analyses and in providing input into skills maintenance and performance management. These personnel also made valuable contributions to the discussion on overall hiring authorities.
- **DoS technical staff** [including sub-Policy Coordination Committee (PCC) leads] provided experience-driven advice on core concepts and model components, as well as feedback for sector-specific issues including required positions, skills, and potential resource pools.
- **Interagency participants** provided information related to conceptual elements across a range of issues, including job requirements, recruiting, employer participation, compensation and incentives,



deployment practices, training techniques, administrative processes, budgetary requirements and obstacles to successful program implementation.

- **Other U.S. Government agencies** participated in benchmarking interviews and provided a wealth of information across a range of key questions, depending on their particular missions and deployment programs.
- **Non-governmental organizations and foreign government** agencies that operate roster-based surge capacity programs were also benchmarked, and they provided data across the Civilian Reserve life cycle that helped to inform all program components.
- **Private sector organizations**, especially those with task-oriented international deployment operations (including DoS and other USG contractors), provided details on jobs, experience requirements, total compensation packages, recruitment and retention, deployment operations, administrative processes and related aspects.
- **Internal BearingPoint experts** were consulted to provide subject matter expertise, analysis, and innovative recommendations in key program areas across all work streams.

Table 2-1 provides a list of organizations with which BearingPoint conducted benchmarking interviews.

Table 2-1. Organizational Representation

Benchmarking			
USG— Intelligence & Defense	USG—Civilian	Foreign Governments and International Organizations	Private Sector and NGOs
Defense Intelligence Agency (DIA)	Department of Homeland Security (NDMS, FEMA, Federal Law Enforcement Training Center [FLETC])	United Nations Development Programme (UNDP) Australian Mission, UN Volunteers Program (UNV)-UN Volunteers	Virginia Task Force
National Geo-spatial Intelligence Agency (NGA)	Department of Justice (DOJ) (International Crime Investigative Training Assistance Program [ICITAP], Office of Overseas Prosecutorial Development, Assistance and Training [OPDAT], Drug Enforcement Administration [DEA])	CANADEM (Canada's Civilian Reserve)	Chemonics International
U.S. Army Reserve	Department of Energy (DOE)	Australian Federal Police	Institute for Defense Analysis (IDA)
U.S. Army (Logistics Civilian Augmentation Program [LOGCAP], Training & Doctrine Command [TRADOC])	Federal Bureau of Investigation (FBI)	International Red Cross	DynCorp
Department of Defense (DoD)	USAID (Office of Foreign Disaster Assistance [OFDA], Office of Transportation Initiatives under the DCHA Bureau of USAID [OTI], USAID Bureau for Democracy, Conflict, and Humanitarian Assistance [DCHA])	Norwegian Resource Bank for Democracy and Human Rights	Louis Berger and Associates
<i>Continue to next page</i>			
U.S. Marshals	Department of State (CRS, Bureau for International Narcotics and Law Enforcement Affairs [INL], Iraq	Organization for Security and Co-Operation in Europe (OSCE)	



Benchmarking

USG— Intelligence & Defense	USG—Civilian	Foreign Governments and International Organizations	Private Sector and NGOs
	Reconstruction Management Office [IRMO] Organized Crime and Racketeering Section [OCRS], Foreign Service Institute [FSI], Legal [L], Bureau of Human Resources [DGHR])		
U.S. Coast Guard	United States Institute of Peace (USIP)	ZIF (German Personnel and Peace Keeping Operations)	
U.S. Navy—Naval Criminal Investigative Service (NCIS)	Centers for Disease Control and Prevention (CDC)		
Special Inspector General for Iraq Reconstruction (SIGIR)	National Interagency Fire Center (NIFC)		

2.2.3 Focus Groups

The BearingPoint Team actively participated in three focus groups – summarized below – which were composed of different sets of individuals uniquely positioned to inform this Management Study. The primary purpose of these focus groups was to gather data related to program rules, recruitment, compensation and benefits, incentives, retention, deployment operations, and administrative techniques from a variety of perspectives ranging from administrators of similar types of programs to potential Civilian Reserve participants.

- **Internal BearingPoint personnel.** This group included professionals having varied backgrounds with internationally oriented USG institutions, our Emerging Markets practice, and sectors relevant to the CR program. This group was highly beneficial in informing our concept of the main roster mechanism, as well as incentives and concerns that should be incorporated into recruitment and attraction packages.
- **U.S. Army Reserve.** The U.S Army Reserve (USAR) hosted a focus group with participation across its main administrative areas. The session yielded extensive information on how the USAR recruits and retains personnel and how those methods might translate to a concept like the Civilian Reserve. The group also provided feedback on key reservist attributes, membership rules, and general administrative and deployment practices.
- **Public- and private-sector professionals.** BearingPoint assembled a group of individuals representative of potential candidates for the CR, including government and commercial services personnel. We obtained highly valuable information on contract terms, recruiting and marketing, incentives, deployment practices and training requirements, which was used to build recommendations regarding the associated CR program components.

Additional details about the focus groups are provided in Appendix B.

2.2.4 Surveys

BearingPoint's Survey Research Team developed web surveys for military reservists and other individuals who have been deployed overseas. They included a number of questions related to the various work streams, specifically the key points of attraction to service, concerns about joining and being



deployed, compensation and benefits requirements, returning to service after deployment, CR administration, and training and equipment requirements. Results from the surveys helped to shape the recommendations in the associated areas. More detailed information about the surveys is provided in Appendix C.

2.2.5 Secondary Research

Beyond data calls, interviews, focus groups, and surveys, the BearingPoint Team conducted a significant amount of secondary research regarding the key questions listed at the beginning of this section. Specific sources used in the analysis are listed in Appendix B. Key areas where secondary research was used in generating and analyzing ideas and forming them into recommendations include:

- **Roster composition.** Literature reviews and searches for relevant documentation on USG and contractor web sites helped determine what functions and roles the CR roster needs to cover; how jobs should be designed; what levels are required; and what experience, knowledge, skills, and abilities are necessary in each job for reservists to successfully complete assigned tasks.
- **Profile for reliable and successful reservists.** Information from a range of sources was also consulted to help develop a profile of basic attributes that describe candidates who are most likely to participate in the program, reliably answer the call to duty, and successfully perform once they are deployed to the field. In addition, several existing models were examined for ways to screen candidates to find those with the identified attributes.
- **Marketing and recruiting methods.** Influential, thought-leading articles in the marketing and recruiting fields were included in the data collection and analysis process to help in defining core marketing program requirements, effective recruiting strategies to target and generate interest within key resource pools, and acquisition mechanisms to help translate interest into applications to the program.
- **Candidate evaluation methods and tools.** BearingPoint accumulated a range of documentation surrounding mechanisms for assessing and selecting candidates, including literature that described leading practices and information about highly effective programs used in government and the private sector. Literature reviews also helped the team to identify tools that S/CRS can use in the evaluation process.
- **Compensation and benefits.** Several data sources were consulted to help determine appropriate compensation ranges and benefit offerings for Civilian Reservist positions. Government-furnished information from the Bureau of Labor Statistics (BLS) and other relevant sources were combined with data gathered from other sources to determine job compensation comparables and benefits requirements.

2.2.6 Legal Research

Determining the Federal personnel authority under which the CR will be recruited, deployed, compensated, managed, and retained is a critical component that affects all aspects of this Management Study. The work streams collaborated extensively to determine necessary legislative requirements.

The legal work stream focused on United States Code (USC), Code of Federal Regulations (CFR), and the Foreign Affairs Manual (FAM). The team also examined Department of States Standardized Regulations (DSSR) and Presidential Directives; Federal Acquisition Regulations (FAR), law review articles, and foreign policy journal articles; and reports from the Special Inspector General for Iraq Reconstruction (SIGIR), Government Accountability Office (GAO), Congressional Research Service (CRS), and various think tanks.

Legislative recommendations relevant to the Civilian Reserve are presented in Section 8 of this document.



2.3 Assumptions

The following assumptions guide BearingPoint's overall analysis and recommendations in all sections of this report.

2.3.1 Civilian Reserve Role

The Civilian Reserve would be called into R&S scenarios where the United States engages when the Government determines it is in our national interest to do so. These are collectively referred to as post-conflict scenarios (PCSs).

- Examples include (1) following U.S. military interventions; (2) in conjunction with peacekeeping operations that involve the U.S. military; (3) as part of the United Nations (UN) or other non-U.S.-led peacekeeping operations; and (4) to assist failing States whose viability affects U.S. security, economy, or other concerns.
- Not all PCS situations will require deployment of the Civilian Reserve. In addition, basic humanitarian relief operations during natural disasters such as earthquakes, hurricanes, and tsunamis will not involve Civilian Reservists because they are primarily USAID missions.
- Mobilization of the Civilian Reserve will require an official declaration from a Government leader, such as the President, Secretary of State, or Coordinator of S/CRS. The Civilian Reserve Headquarters staff will develop formal channels for the communication and management of mobilization requirements. (Refer to section 6, "Administrative Planning", for recommended functions of Requirements Management staff. Refer to section 8, "Legislative Requirements", for recommended official mobilization language.)

2.3.2 Potential Overlap with Other Actors

There is some overlap between the general functions of the Civilian Reserve and those of other entities that may be involved in a PCS. Several factors, such as depth and breadth of effort required, speed, and resource availability, may affect which group performs them in a given scenario:

- Overlaps include (1) assessing sector-specific conditions and designing R&S programs (overlap with other USG personnel); (2) identifying additional personnel requirements to support R&S efforts (overlap with other USG personnel); (3) acquiring and managing contractors and grantees to execute programs and plans (overlap with other USG personnel); (4) executing plans themselves (overlap with contractors); (5) filling local institutional roles (overlap with other USG personnel and contractors); and (6) providing training to indigenous leaders to facilitate transition to local institutional control (overlap with contractors).
- The exact lines of responsibility, as well as the communications among actors, will need to be carefully planned and coordinated by the Secretariat of the interagency Country Reconstruction and Stabilization Group (CRSG) that is formed to manage the overall country R&S effort.

2.3.3 Civilian Reserve Team Leadership

The following three assumptions apply to who will lead Civilian Reservist efforts in-country and who will provide team support in the field:

- Because there are multiple actors and complex relationships on the ground, and coordination is closely tied with USG strategy, overall in-country program leadership would not come from within the Reserve. This leadership is likely to come from the U.S. Chief of Mission (COM) through the director of the headquarters of the Advance Civilian Team (ACT).
- Reservist units deployed will need to have an overall program manager, regardless of the manner in which they are organized (such as by specialty or by geographical area). This individual could be the relevant director of the Field Advance Civilian Team (FACT), who is responsible for coordinating the



work conducted by the unit and reporting back to the overall country management structure. A highly experienced, well-qualified, and extensively trained reservist could also hold this position.

- Team logistical infrastructure will be in place before Reservists arrive in-country. Infrastructure to deploy the teams could be developed by the FACT or by members of the Active Response Corps, who are the first responders to deploy to a country in advance of the CR. Deployed teams will have embedded technical resources to help operate and troubleshoot the infrastructure, though they may not necessarily be members of the CR.

2.4 Organization of Document

The remaining sections of this Management Study are organized as follows:

- **Section 3, Foundational Observations**
- **Section 4, Human Resources Planning**
- **Section 5, Deployment Operations**
- **Section 6, Administrative Planning**
- **Section 7, Budget Planning**
- **Section 8, Legislative Requirements**
- **Appendices A–G**

3. FOUNDATIONAL OBSERVATIONS



3. Foundational Observations

The purpose of this section is to call attention to items that, while not directly part of the S/CRS Study for Establishing and Managing a Civilian Reserve, are key to the successful implementation and long-term success of our recommendations. We have identified three main foundational observations: S/CRS Organizational Realignment, Comparative Advantage of USG Civilian Reservists, and Implementation of Study Recommendations.

3.1 S/CRS Organizational Realignment

The recommendations contained in this study address organizational design dimensions of the Civilian Reserve (CR). In analyzing these dimensions, we made several foundational observations about S/CRS' organization:

- The S/CRS Charter should clearly delineate the mission and objectives of the CR program, as well as the other response mechanisms. Critical to the success of the CR is a sense of when and how the organization fits in with other S/CRS response mechanisms, the Foreign Service mission, inter-agency activities, and the DoD. A Charter document will establish governance around the mission and objectives of the CR, and it will help to clarify the CR's position vis-à-vis other USG efforts. This will prove particularly critical in deployment scenarios after the CR is established.
- S/CRS should shift from an organization that is basically staffed to study civilian response mechanisms, to an organization that is staffed to manage programs and execute plans. Critical to the success of the CR (as well as the Active Response Corps (ARC), Stand-by Response Corps (SRC), and contractor response mechanisms) is a Headquarters staff that possesses the skill sets to administratively manage and operationally deploy individuals.
- S/CRS should add an organizational element that serves to coordinate the various response mechanisms, internally and externally. Internally, a Board of Advisors and/or an Inspector General/Oversight element could ensure that there is proper coordination, that the roles and responsibilities are managed effectively, and that common resources are leveraged centrally. Externally, an Ombudsman and/or an Inspector General/Oversight element could help with challenges associated with inter-agency sensitivities by communicating expectations, coordinating activities, and arbitrating disputes.

3.2 Comparative Advantage of USG Civilian Reservists

In making recommendations around the composition of the CR, BearingPoint considered the viability of adding contractors to the staffing mix. For a variety of foundational reasons, mission execution by Civilian Reservists who become USG employees when activated is preferable to mission execution by contractors.

- A Reservist permitted to fully and confidently represent the interests of the United States government in post-conflict scenarios is a requirement of a successful Civilian Reserve. Many of the functions Reservists would be expected to perform would most likely be considered inherently governmental. These functions include interacting with host country governments of post-conflict states on behalf of the United States and procuring goods and services on behalf of the United States. Additionally, federal employees have the authority to manage contracts and supervise other government employees and contractors. Contractors hired under Personal Services Contracts may perform some inherently governmental functions; however, they are not recognized as employees of the federal government by statute. As a result, they are not afforded



many benefits and incentives available to U.S. government employees. Please also see the discussion of inherently governmental functions in Section 6.7.2

- Additional factors that bolster the case for federalized Reservists include: 1) The associated prestige and esprit de corps of a force under the direct authority of the United States; 2) Reservists will be working in partnership with the military, and official USG status will help to enhance these working relationships; 3) Reservists will be representing the USG abroad to donors, ministries, foreign governments, and international organizations, and it is reasonable to assume that a USG employee can adequately represent the USG in a way that a contractor cannot; 4) The Department of State would have greater control over the recruiting, selection, and training of Reservists if they are USG employees; as a result, there is a greater degree of reliability that the core competencies a Reserve is intended to perform will be developed and/or reinforced in ways that a private contracting entity may not; 5) DoS would have a greater ability to impose “command and control” on USG employees which can maximize assurance and effectiveness, rather than monitoring Reservists from myriad organizations with varying management structures; and 6) Reservists who are employees of the federal government will be more likely to espouse an understanding of and commitment to the mission and foreign policy of the United States, which will be of paramount importance when operating in failed or failing states.

3.3 Implementation of Study Recommendations

The recommendations in this study are designed to create a CR that is highly flexible and adaptive, depending on the prevailing global climate and USG deployment objectives. S/CRS should consider implementing these recommendations in light of a number of factors, including the following:

- S/CRS implementation activities should be shaped around post-conflict scenario requirements that balance lessons learned from Iraq and Afghanistan on the one hand, and forward-leaning, variable deployment models on the other. Consistent with the intent of the CR response mechanism recommendations, S/CRS should build the ARC and SRC around a corresponding, dynamic set of post-conflict scenario requirements (e.g., varying deployment length, conflict intensity, and mission scope) that may include another instance like Iraq or Afghanistan.
- The mission of 5 U.S.C. § 3161 temporary deployment entities should be subsumed by S/CRS permanent response mechanisms, because 3161 entities are only designed to exist for up to three years. Depending on the strategy and timing surrounding the transition of 3161 responsibilities, the CR and other S/CRS bodies may have to realign their initial priorities for establishment (e.g., make adjustments to requirements for hiring and staffing that support the Iraq Reconstruction Management Office 3161 mission).
- S/CRS should develop a readiness standard in training. In evaluating civilian deployment requirements for post-conflict scenarios, as well as global warning and watch updates, S/CRS should evaluate and continually update overall readiness standards so that its response mechanisms are properly coordinated and prepared to support their operational missions.

4 HUMAN RESOURCES PLANNING



4. Human Resources Planning

The effective planning and management of human resources (HR) are essential to the success of the Civilian Reserve (CR) program. HR planning encompasses key components that are ultimately designed to make sure that the U.S. Government (USG) can apply the appropriate skills in sufficient numbers as quickly as possible to respond to a range of reconstruction and stabilization (R&S) scenarios. These components span the entire HR life cycle, beginning with identification of need and ending with retention or separation at the conclusion of a CR service commitment, as well as providing recruiting, acquisition, compensation and benefits, and performance management in between. This section addresses HR planning in the context of the CR by discussing major issues, considering options, and recommending strategies for the Office of the Coordinator for Reconstruction and Stabilization (S/CRS) to operate the Reserve from an HR perspective. Associated legal issues and ramifications are also examined.

4.1 Background and Purpose

The overall purpose of the section is to forward recommendations that will help ensure that the necessary human capital is available to S/CRS through the CR program when circumstances dictate a requirement for surge capacity in specific R&S operations. In particular, the HR planning workstream seeks to address the following key questions and issues:

- What core membership principles are required for the CR to establish a trained, reliably available response mechanism?
- What skill sets and roles are required in the CR to provide S/CRS with agile, flexible response capabilities in relevant situations?
- Where are the qualified resources willing to join and fully participate in the CR program most likely to come from?
- What are the best ways to evaluate applicants to ensure that those selected are qualified, motivated, and reliable?
- What recruiting messages and vehicles are most appropriate to reach targeted candidate pools and generate interest in the CR program?
- What compensation structures and levels, benefits, and additional incentives are required to attract desirable candidates?
- What mechanisms will be required to persuade employers to participate in the program by releasing their personnel for deployment and reemploying them when done?
- How can S/CRS best manage Civilian Reservist performance to help guide deployments to the successful achievement of mission goals?
- What will be required to retain qualified, high-performing Civilian Reservists after they fulfill their original terms of service?
- Will the HR recommendations for the CR comply with existing laws, policies, and directives or will new legislation need to be enacted?

4.2 Assumptions and Scope

In this section, we rely on a number of assumptions in our discussion of issues, evaluation of alternatives, and, ultimately, recommendations on courses of action for S/CRS. These assumptions, discussed in the following sections, were presented to and validated by S/CRS at various points throughout the project.



4.2.1 Civilian Reserve Ability to Respond

The CR roster needs to be agile, flexible, and scalable. Different scenarios will call for different reservist numbers, skill sets, and levels, depending on the specifics of the situation and the deployments of other entities on the ground. For example:

- Reservists may (1) evaluate sector-specific conditions and design R&S programs; (2) identify additional personnel requirements to support R&S efforts; (3) acquire and manage contractors and grantees to execute programs and plans; (4) execute plans themselves; (5) fill local institutional roles; and (6) provide training to indigenous leaders to facilitate transition to local institutional control.
- The roster of reservists must include a mix of people with different skills and skill levels who collectively can perform those functions, even though a particular post-conflict scenario (PCS) may not require that reservists perform all of them. Building a roster that can meet these needs helps ensure agility, flexibility, and scalability.

4.2.2 Functional Coverage of Civilian Reserve Roster

The functional expertise required of Civilian Reservists relates to those activities necessary to restore order and basic services to the host country and to establish a foundation for sustainable peace, democracy, and a market economy.

- Functional areas include:
 - Establishing/reestablishing rule of law (stability and civilian police, judicial system, and corrections)
 - Providing essential (non-humanitarian) services and repairing/rebuilding infrastructure (social services, utilities, building construction, transportation, commerce, environment, health services)
 - Establishing/reestablishing operability of government institutions (municipal management, ethics, budget and finance, civil service, and legal and regulatory reform)
 - Preparing local leaders to operate in a democratic market system (leadership development)
 - Initiating a political transition process (constitutional reform, political party development, democratic elections, and conflict mediation)
- Basic humanitarian relief functions, inclusive of distributing food to residents, providing shelter, and reintegrating returning refugees and internally displaced persons, would be provided through the United States Agency for International Development (USAID) or a similar framework, and likely not by Civilian Reservists.
- Roster composition may change over time as conditions (for example, types of PCSs anticipated, evolution of other USG agency capabilities, and other factors that affect demand for the Civilian Reservists) dictate alterations in the necessary mix of skills, roles, and numbers. The roster composition recommendations contained in this report are based on our understanding of conditions that exist at the time of writing.

4.2.3 Additional Assumptions

The following are additional assumptions beyond those that drive the core functional composition of the CR roster. They provide the foundation for other elements of the program across the HR lifecycle, from initial eligibility, recruitment, and acquisition through retention or separation of reservists returning from terms of deployment.

- **Multiple and customized deployments.** S/CRS may deploy groups of reservists more than once during a single PCS event, depending on the requirements and duration of R&S efforts. In addition,



S/CRS can deploy certain skill sets as they are needed at different times throughout a particular situation; uniform lengths of deployment started and ended at the same time for every position are neither necessary nor desirable.

- **USG employment in training and on activation.** When in onsite training or in active deployment status, reservists will be considered USG employees attached to a designated CR position description and classification. When not in onsite training or deployed, they will serve in their regular civilian capacities (normal job, retirement, unemployment, or other condition).¹
- **Eligibility for the CR.** The following individuals are eligible to participate in the program: individuals working for Federal, state, and local governments, the private sector, and nonprofit organizations; retirees (military and civilian); and otherwise self-employed or unemployed persons. Current military personnel, regardless of status, are not eligible for the CR, and S/CRS will not acquire reservist manpower through contract mechanisms.

4.3 Organization of Section

Following the Background and Purpose, Assumptions and Scope, and Organization of Section discussions, the HR Planning section is organized in the following manner:

- **Section 4.4, Civilian Reserve Terms of Service,** discusses the basic rules of participation for members of the CR, including contract terms, responsibilities while on the roster but not deployed, and responsiveness to call-up and reliability assurances.
- **Section 4.5, Civilian Reservist Requirements,** describes the recommended CR roster composition, including job roles, levels, functions, and skills and experience requirements, as well as estimated roster size by functional area.
- **Section 4.6, Attracting Civilian Reservists,** provides a profile of likely successful participants, analyzes potential resource pools, presents sourcing and recruiting strategies, and recommends compensation, benefits, and incentives packages to acquire the right people.
- **Section 4.7, Performance Management,** describes the most appropriate metrics and structures for monitoring and evaluating Civilian Reservist performance and recommends methods for recognition of top performers, performance issue remediation, and performance-based retention.
- **Section 4.8, Retaining Civilian Reservists After Term Expiration,** discusses the anticipated attrition of reservists who have served the term of their contracts, addresses timing requirements for reenlistment, and provides recommendations to persuade high-performing reservists to remain in the program.
- **Section 4.9, Legal and Regulatory Analysis,** explains the various intricacies and limitations of different staffing authorities, provides a review of general contract law principles, and discusses inherently governmental functions with respect to reservist requirements.
- **Section 4.10, Summary and Conclusion,** summarizes the major points and recommendations contained in this section, which together make up BearingPoint's vision of how the HR component of the CR should be constructed and operated.

¹ Legislative recommendations required to sufficiently enable associated staffing authorities are discussed in section 8, "Legislative Requirements".



In addition, **Appendix C, Human Resources Job Descriptions**, contains a set of generic position descriptions that correspond to the job functional areas described in section 4.4. S/CRS can use these position descriptions as a basis for advertising, recruiting, evaluating, and hiring program participants.

4.4 Civilian Reserve Terms of Service

Deciding on the terms of service that define the relationship between USG and the reservist will be extremely important in establishing expectations and determining the degree of control that S/CRS will have over the resource aspects of its deployments. Depending on their requirements, organizations define and formalize service terms in a number of ways, from verbal agreements with no means of enforcement to strict contract mechanisms with significant ability to penalize for non-compliance. Choosing the right methods and instruments to capture the nature of the relationship is a key decision that will affect workforce planning, recruiting, the character of deployments, retention, and other major aspects of program operation.

4.4.1 Formalizing the Service Agreement

BearingPoint encountered a number of different models for establishing this relationship among our benchmark partners with deployment programs, ranging from intermittent government employment on a voluntary basis, such as the National Disaster Medical System (NDMS), to the strict contract mechanisms used throughout the armed forces. For most of these organizations, the impacts of failure on their programs and stakeholders would be substantial, and the need for sufficient numbers of qualified resources available when required is critical. The primary factors in the methods used to define service terms seem, in most cases, to be the supply of willing, qualified labor in relation to the demand and the extent to which the organization must invest in participants. Available labor and investment requirements are influenced by factors such as the hazards associated with the tasks, the importance that individuals attach to the tasks, and the environment in which they are to be performed.

Organizations that have a large supply of willing, qualified participants in relation to demand and do not make a significant investment in the form of paid training or other skills development methods generally do not demand formal commitments from their membership pools. NDMS is one such example, as are volunteer fire and rescue services such as the Virginia Task Force. At the other extreme, programs such as those in the armed forces face a more restricted labor supply (for example, because of potentially hazardous conditions and competition from other career opportunities). These programs also have intensive training requirements that dictate formalized relationships to guarantee workforce availability and maximize the use of limited resources so that investments are targeted to those most likely to yield high-value returns.

☑ Recommendation: Given the nature of the CR's work, the importance of deploying the right skill sets as soon as they are called on, and the significant investment that S/CRS will be making in reservists, *S/CRS should establish a contractual relationship between USG and the Civilian Reservist*. This contract needs to be well defined and legally acceptable to DoS and include key elements that define the relationship, such as:

- Contract duration and expiration
- USG and reservist responsibilities at different points during that term
- Authority to deploy
- Specific conditions of deployment
- Acceptable reasons for deferment



- Sanctions for non-participation

Use of a contract sets expectations for program participants. It clearly defines and communicates their obligations to USG as part of the program, as well as USG's obligations to them, legally committing both parties to fulfilling their responsibilities. Depending on the specific contract terms, this also offers a certain level of protection from the risk of roster defections and can provide a safeguard on recruiting and training investments.

4.4.2 Contract Duration and Expiration

The duration of the contract represents the amount of time the individual is committing to serve in the reservist program. The length of commitment required can have significant impacts on an individual's willingness to participate, especially for those contracts with stronger obligations and sanctions. If the contract duration is too long, the negative impacts on the potential labor pool could outweigh the legal protections that the instrument affords. If it is too short, the likelihood that the organization can effectively apply the expertise of its personnel substantially decreases, resulting in an insufficient return on investment and an inability to meet program goals.

In focus groups, interviews, and surveys, BearingPoint explored the topic of program commitment. We obtained the perspectives of organizations that operate deployment programs and individuals who have deployed or might do so in the future, including those who are representative of potential CR candidates. With rare exceptions, the general consensus for reasonable contract duration, according to participants, ranged from three to five years, with increasing resistance the longer term. Participants also want the ability to dissolve the contract at any time if both parties mutually agree that the individual is not a fit for the program. From the deploying organization's perspective, effective term lengths ranged from two to five years, and those with longer terms generally tended to be attempting to shorten them. Five years appears to be the maximum length to maintain a balance between the ability to recruit and the ability to effectively use resources and achieve a return on HR investment. A slightly shorter length would not adversely affect USG from a planning and deployment perspective and could positively impact the size and quality of the available candidate pool.

☑ Recommendation: To best achieve its program goals, BearingPoint recommends that *S/CRS implement a standard contract duration of four years for Civilian Reservists*, with the following supporting elements:

- **Contract expiration.** The contract should expire at the end of the specified term or after a reservist has returned from the agreed-on number of deployments, whichever occurs first, so as to minimize investment in non-returning participants (refer to section 5, "Deployment Operations", for more details on the frequency and length of deployment). Should the reservist go through the term without being deployed, efforts should be taken to reenlist the individual before the contract expires to facilitate effective workforce planning. If the reservist is deployed, reenlistment efforts should be made part of a standard exit brief to capture the individual while still connected to the program (see section 4.8, "Retaining Civilian Reservists After Term Expiration"). A possible exception to this contract expiration provision is if the individual indicates a desire to deploy multiple times in a single term, as suggested in section 5; in this case, the contract would expire at the end of his or her last scheduled assignment.
- **Program opt-out clause.** BearingPoint recommends that a clause allowing an individual to separate permanently from the program during the contract term be included in the contract, as well. This clause would permit mutually agreed-on contract dissolution in two circumstances: (1) An individual could be released from the contract if he or she knows and reports to S/CRS in a timely manner that



legitimately excusable events (see section 4.5.3, Roster Distribution and Sizing Considerations) are forthcoming, making participation difficult; and (2) individuals could leave the program *during deployment* if both parties agree that separation is mutually beneficial (this decision could be made in the field or by a U.S.-based review board at S/CRS administered by CR headquarters). The former circumstance benefits S/CRS by giving it the opportunity to identify and replace potentially unreliable roster members, while the latter ties into performance management elements of the program (see section 4.7, “Performance Management”) and is desirable to S/CRS because it helps assure that deployed staff are motivated and high-performing.

4.4.3 Responsibilities During Non-Deployed Periods

While under contract, reservists are likely to be in inactive status for some period prior to deployment. The contract’s terms of service must include a clear description of a reservist’s responsibilities while on the roster but not deployed. Explicitly stating these responsibilities will establish a clear understanding of the program, its benefits, and its expectations during inactive periods, which will assist in filtering out candidates unwilling to fulfill requirements. This will also help ensure that S/CRS maintains a highly skilled roster and has a complete picture of those skills, which is an essential component that will drive deployment selection decisions.

☑ Recommendation: *The contract should include identification and explanation of the reservist’s responsibilities while not deployed, including but not limited to the following:*

- **Training.** Reservists will be responsible for attending and actively participating in USG-sponsored training courses as scheduled. This is critical both for building and sustaining skills and for developing and maintain a level of comradery and community within the program. They will be paid for their time at the equivalent USG employee rate, which is set at the time they are accepted into the program, as well as for their associated expenses. Reservists may also accumulate creditable USG service time during training, just as in deployment (see section 4.6.4, “Analysis of Attraction Package Components”). Specifications of training requirements should be laid out in the contract and explicitly communicated to reservists at signing; these are described in detail in section 5, “Deployment Operations”.
- **Updating the skills inventory.** Reservists are also responsible for updating S/CRS when they have completed educational programs, obtained certifications, or acquired other skills relevant to the CR mission. S/CRS should establish and require compliance with reporting rules, develop and put in place a standard mechanism for reporting (such as online submission) to ease the reporting burden, and inform reservists of the benefits of doing so (for example, potential for increased pay and higher likelihood of deployment).
- **Notifying S/CRS of changes in status.** Any known change in ability to deploy at a specific time, such as increased likelihood of an upcoming event resulting in a potential excusable absence (see section 4.4.4, “Responsiveness to Callup”) to be communicated to program administrators as soon as it is known, even if the reservist does not wish to leave the program completely (see acceptable service deferments listed in section 4.4.4.1, “Recommendation”). In addition, changes in qualifications or personal/professional status (such as loss of accreditation, disbarment, arrest, or similar events) that affect program eligibility must also be communicated immediately. Knowing when a reservist with a particular skill set will not be available—whether for a short, defined period or on a longer term or permanent basis, will help with deployment planning and roster management and will allow S/CRS to replace or augment the individual if required. Early warning will benefit the reservist by reducing the chance that S/CRS will not accept the deferment request, providing a further safeguard from any sanctions that the contract may include.



4.4.4 Responsiveness to Callup

At some point during their contract terms, many reservists are likely to be called for active duty, and a fundamental question surrounding the CR program is whether an affirmative response should be required. The answer impacts S/CRS by a number of factors, including the size of the roster that must be maintained to make resources available, the corresponding investment in roster members, the availability of a qualified candidate pool to make up those numbers, and the speed of response. For the participant, a program's requirement to respond when called while under contract can be a major factor in deciding whether to join.

A number of the benchmark partners interviewed during this project, such as the NDMS, CANADEM (Canada's Civilian Reserve), the United Nations (U.N.), and USAID, do not require that program participants come when called. At least to a limited extent, these partners operate on a voluntary response basis, allowing their members to selectively accept or decline potential assignments. In general, these organizations tend to maintain a very large roster and deploy in either relatively small teams or for short durations. Programs that require responsiveness, such as the armed forces, tend toward lower reserve-to-deployed personnel ratios, higher training investments, and both larger scale and longer deployments. The CR concept reflects more of the latter scenario—the investment in members would be substantial, and operations would potentially involve large numbers of reservists deployed for a relatively long time.

With respect to participants in deployment programs, BearingPoint's interviews, focus groups, and surveys yielded a variety of opinions on whether the callup aspect of the program should allow individuals to accept or refuse assignments at their discretion. These opinions ranged from advocacy for a completely voluntary construct, to a limited number of "free deferments," to enforced participation no matter what the situation. Although some individuals indicated they would not participate in a program that did not allow them to choose assignments, feedback from a substantial number of others suggested they would. Moreover, most contributors agreed that the responsiveness requirement would be more acceptable if certain situations could be considered "excused refusals," and that, with reasonable restrictions, the pool of qualified candidates would likely not be significantly diminished.

☑ Recommendation: BearingPoint believes that, if the program is to be effective and cost-efficient, *the CR must require responsiveness, limit refusals to a defined set of circumstances, and be able to project with some accuracy the refusal rate* so that it can be built into overall roster size.

- **Acceptable service deferments.** Based on benchmarking interviews, Family and Medical Leave Act of 1993 (FMLA) standards, and general consensus in our research, the best basis for defining excused absences can be found in the concept of "life events." These are loosely described as circumstances recently impacting a person's life that would cause excessive physical, financial, emotional, or other hardship if he or she were forced to deploy for an extended period away from home. As acceptable service deferments, these circumstances should be explicitly described in the initial contract and could reasonably include:
 - Serious medical condition (including pregnancy) affecting the Civilian Reservist, immediate family member, or other dependent (individual who depends on the participant for care)
 - Birth of a child within the three months prior to callup, or placement of a child with the Reservist's immediate family through adoption (consistent with the terms and length of allowed leave in the FMLA)
 - Personal or family crisis that would be likely perpetuated or worsened by the Civilian Reservist's deployment (if necessary, the CR Headquarters could require corroboration from medical, mental health, or related professionals)



- Significant financial investment that would be forfeited and unrecoverable if the individual were deployed at a specific time (specific proof should be required in the form of financial records and demonstrable hardship)
- Change in job to an ineligible resource pool (for example, military)

In marketing materials, informational events, screening interviews, and similar occasions before and during the application process, potential candidates should be notified that these factors are excusable and common reasons for deferment, so that they can consider this information when contemplating joining the Reserve. This can help to increase overall roster reliability by prompting candidates to think about their futures during the contract term and to consider the likelihood of one or more of these events occurring.

- **Employer-based service deferments.** Given the potential for pushback from employers expected to release their personnel to participate in the Reserve (assuming that the CR program includes legislated re-employment rights), S/CRS should also consider allowing deferments if departures would cause extreme difficulties for reservists' employers, similar to jury duty deferments in many states. This allowance includes conditions such as abnormally high workload as well as unavoidable professional responsibilities that may accompany certain jobs (for example, pending criminal cases within the police and Rule of Law professions).
 - Deferments would be limited to periods of an abnormally high workload-to-workforce ratio and would not be approved unless the need could be demonstrated.
 - The Civilian Reservist should be the one to initiate the request, not the employer, though the employer could be called upon to provide proof.
 - This type of deferment would serve as a protection to employers, but if used, it should not be over-extended and should be carefully monitored for abuse.

4.4.5 Sanctions for Non-Compliance with Contract Terms

If responsiveness is required, some form of sanction, no matter how minimal, should be available to S/CRS to support this provision. In numerous interviews, however, participants raised the point that penalties for avoiding service would be counter-productive from three perspectives. First, strict sanctions could serve as a recruitment deterrent, prohibitively diminishing the participant pools. Second, there was general consensus that USG does not want a person participating who does not want to be there. Finally, many organizations we interviewed felt that their resource pools primarily included people who wanted to be there for the "right reasons" and were reliable on that basis alone. For these reasons and others, many benchmarking partners with deployment programs reported that they do not use any system of sanctions.

Even the organizations relying on voluntary participation and reporting no sanctions have at least *minimal* penalties, often in the form of roster removal for multiple service refusals, to maintain some degree of roster integrity. At the other end of the spectrum, the military has at its disposal significant penalties up to and including jail time. While clearly requiring less extreme measures than the military, DoS—as discussed previously—is making a significant investment in the recruiting and training of Civilian Reservists and is relying on their participation. This investment needs to be safeguarded at least to some degree to reduce the financial and personnel availability risks inherent with this type of program. Finding the right types of sanctions is the major challenge, and BearingPoint's research uncovered several options that should be evaluated to find the right balance among roster integrity, investment security, and ability to staff and operate the program. These options are shown in table 4.1.



Table 4-1. Options for Sanctioning Failure to Comply with Contract Terms

Description	Benefits	Drawbacks	Analysis
Removal From the Reserve Program Individuals who fail to appear without providing a legitimately established reason would be barred from further participation in the program. These individuals would not be eligible for reinstatement.	<ul style="list-style-type: none"> Unreliable resources would be removed from the deployable resource pool, strengthening the program's integrity. Threat of removal from the program would separate flexible, desirable participants from those wishing to "pick and choose." 	<ul style="list-style-type: none"> Removal from the program may not be a disincentive for all who fail to appear; it may actually be a desired outcome for some. USG would need to replace individuals who are removed from the program, incurring new recruiting and training costs. 	<ul style="list-style-type: none"> Overall, this component can be a legitimate roster safeguard, but needs to be combined with the financial protection discussed below. Roster removal will help ensure that those who are active want to be part of the program, reducing performance-related risks. This offers no advance warning. Explicit expectations about deployment rules are needed to help reduce refusal likelihood.
Investment Recuperation Reservists would be responsible for refunding USG the entire amount expended to date on training, inclusive of all components in "cost per head" (for example, materials, logistics, and salary) if they fail to appear without an officially legitimate excuse. Individuals would be afforded a specified period of time to pay before this would be reported to the Internal Revenue Service (IRS) for further action.	<ul style="list-style-type: none"> USG would have a financial protection to help prevent waste for resources that ultimately cannot be used. The sanction would establish a substantial financial incentive for reservists to respond when called, but not an unfair burden. 	<ul style="list-style-type: none"> Payback costs would not be insignificant and could be a disincentive to joining for some potential candidates. Ability to enforce may require creation or adaptation of some regulations and coordination with other USG bodies. 	<ul style="list-style-type: none"> On balance, this component would provide an investment safeguard to USG without huge impacts to the resource pool. Risks to USG associated with the outlay of training costs would be reduced, as would risks to roster integrity. There is precedent within USG for cost-recuperation programs, and both legislative change and coordination would be feasible.
Negative Feedback to Employers USG would notify employers when reservists committed to responding fail to appear. For individuals already in Federal service, this would be incorporated into their regular job performance appraisals. Conceivably, arrangements could be made with state and local entities for similar actions,	<ul style="list-style-type: none"> This would provide a method for connecting service to conduct in regular jobs, which could serve as a disincentive for refusal. 	<ul style="list-style-type: none"> Regulatory concerns are associated with this type of action. Legislative changes probably would be required. Impacts of this sanction would be uneven based on the resource pool, which makes legislative acceptance less likely. 	<ul style="list-style-type: none"> The difficulties in this type of sanction outweigh the potential benefits. Applicability is limited and impacts are insignificant.



Description	Benefits	Drawbacks	Analysis
though this might be more difficult to apply within the private sector.			
Eligibility for Government Service Reservists who refuse assignments without acceptable reasons would be barred from serving in Federal, state, or local government positions. Those already in public service jobs would not be permitted to keep those positions.	<ul style="list-style-type: none"> ▪ If made clear up front, this sanction would be significant in assuring that resources joining the program would be reliable. ▪ The penalty associates with a large part of the potential pool of resources and helps convey the seriousness of commitment. ▪ Members of the program would have a truly meaningful stake in actually responding when called for deployment. 	<ul style="list-style-type: none"> ▪ Not all resource pools would be affected by this. Impact would be limited for those with no public sector connection. ▪ Significant regulatory changes would be required, with little precedent. Establishing this authority would be a challenge. ▪ The sanction could serve to diminish the resource pool beyond undesirable candidates, a counter-productive result. 	<ul style="list-style-type: none"> ▪ The idea has merit in raising the program's profile and the seriousness of commitment to Civilian Reserve. ▪ Obtaining regulatory changes would likely be a long-term process with no guarantee of a successful outcome. ▪ The component is extreme and may not be needed with other sanctions and incentives in place.

☑ Recommendation: After analyzing the benefits and drawbacks of each possible solution, BearingPoint finds that S/CRS should implement the roster removal and cost-recuperation sanction components initially to protect against and recover from non-compliance with contractual requirements (prior to, at, and during deployment), in combination with service incentives discussed in section 4.7, Performance Management. Furthermore:

- S/CRS should continually evaluate the effectiveness of its complete incentives and sanctions package for encouraging participation through metrics.
- If unexcused refusals become a problem, S/CRS should use those metrics to create a revised mix of participation incentives and stricter sanctions.
- Because extended sanctions may require a lengthy regulatory process, S/CRS should begin work now to establish them should they be needed in the future.

Implementation of this program, in conjunction with a recruiting and hiring apparatus that enables S/CRS to identify and pursue reliable, qualified candidates, should enable S/CRS to maintain CR non-response rates at a level that it determines to be acceptable. This level should be monitored and, if it is exceeded for an extended period of time, options to expand sanctions may be considered.

4.5 Civilian Reservist Requirements

Roster composition is the backbone of the CR program—it defines the “who” and the “what” of R&S field work. Although not every skill set will be required for every PCS, the roster must cover the full range of potential functions and roles that might be required of the CR in these situations to provide the agility, flexibility, and scalability that DoS requires to protect U.S. interests through R&S missions. This section discusses the main functional areas for which Civilian Reservists should be responsible; recommends positions, levels, and associated job responsibilities and qualifications; and discusses roster sizing and distribution issues. The discussion covers the actual reservists only; administrative personnel and other required staffing elements are reviewed in other sections of this document.



4.5.1 Optimal Mix of Functional and Skill Areas

In analyzing which roles and responsibilities should be the main areas of focus for the CR, BearingPoint reviewed a number of seminal documents, including the S/CRS Essential Tasks Matrix, U.S. Institute of Peace (USIP) literature on transitional security, U.N. publications, and writings by other influential global actors to develop a set of assumed functional coverage as a starting point (see section 4.2, Assumptions and Scope). We then conducted extensive discussions with non-USG benchmarking partners and with USG agencies that have some overseas capacity.

In interviews with benchmarking partners, both U.S. and international counterparts (including the U.N., European Union, and various governments), many of the assumed functions were validated. Other discussions, particularly with USG agencies, raised interesting arguments for *excluding* certain functional areas from the scope of the CR. While they are by no means consensus opinions, some of the major themes encountered include the following:

- **USG agencies already have the capacity and perform the relevant roles.** In several areas—most notably Security and Rule of Law—USG agencies indicated that they were already responsible for performing certain functions and that transition to the CR was either not necessary or would be detrimental to operational efficiency and effectiveness. Rationale for maintaining functions in their current areas included concerns over recruitment standards and in-country command and control, among other reasons. The International Narcotics and Law Enforcement Affairs Bureau (INL) and the Department of Justice (DoJ) were two of the primary organizations making the argument for retaining ownership over different skill areas, and a variation on this theme from some respondents was that these agencies could perform better if afforded the mandate and provided adequate funding.
- **Similar surge capacities exist within USG or are being developed.** Entities similar to the CR concept can be found or are being created within DoS and in other USG agencies. Several examples include the National Disaster Medical System (NDMS), the Federal Emergency Management Agency's (FEMA) domestic response capacity, USAID "bullpen" mechanisms and Disaster Assistance Response Teams (DARTs), and the Department of Defense's (DoD) private sector reserves concept, among others, which vary greatly in size and response capacity, functional coverage, and degree of maturity as operable entities. The feeling on the part of some respondents was that since USG already has functional capacity in the relevant areas (such as DoD's capacity in public works) or was working to develop it, the CR concept should either exclude these areas or should include mechanisms to incorporate or interact with the owner organizations.
- **International actors are better equipped to play certain roles and should be leveraged by USG.** A third theme that surfaced during our discussions was that international capacity is strong in areas where USG lacks capabilities, and that international entities should be leveraged in R&S situations rather than exhausting energy and funding on creating similar response mechanisms within USG. Certain areas within Security and Rule of Law sectors were emphasized in these conversations (for example, constabulary police and judges). The basic idea was presented as the following: where the United States was involved in R&S situations, agreements would be made with other participating international governments to perform the required functions under U.N. or U.S. leadership, removing actual functional responsibility from USG while allowing it to retain a requisite measure of involvement in overall country operations program management.
- **Some functions are simply not suited for a reservist force.** A final major argument was that certain assumed CR functions are actually not ideal for performance by a reservist organization. In particular, many participants in the sub-Policy Coordination Committee (PCC) meetings and other security sector experts who provided their opinions through USIP indicated their beliefs that the constabulary police could not work if staffed by reservist personnel—a standing force was the preferred



mechanism for delivering these services. Most pointed to the fact that USG is trying to mimic similar forces in other countries despite the fact that the United States does not have a national police force. Furthermore, participants argued that experience overseas showed that highly trained, cohesive units were required that could only be developed through the establishment of a full-time, permanent constabulary police program.

All of our discussions provided compelling input into our overall analysis and ultimate development of the CR program's recommended functional area coverage, and all perspectives were seriously considered. It is evident that there are numerous potential models available for responding to R&S requirements, and these can be found both within USG and outside, and both in conceptual models and existing, fully operational programs. On balance, BearingPoint believes that consideration of these models and the overall context in which they exist validate the need for the CR, if it is to be an effective, agile, flexible, scalable response mechanism, to encompass all tasks that may be required in R&S situations. With respect to the arguments against inclusion of certain functions because they are already covered or will be covered by other mechanisms, we found that:

- **Performance has been questionable or not validated.** In some models that were held up as alternatives to CR responsibility, certain functions have been questioned in other circles as to their performance in the field. For example, we discovered extensive criticisms of contractor-based police programs in Iraq and other situations, specifically with respect to the lack of control that USG can exercise over the qualifications of deployed personnel and the corresponding effectiveness of these individuals as in-country USG representatives. Inclusion of these functions within the Reserve model will allow USG greater authority over selection, training, deployment, and performance in the field for all functions.
- **Potential conflicts of interest exist between domestic and foreign missions.** Other models that were presented as duplicative may not be appropriate because either the program itself is domestic in orientation (e.g., NDMS and FEMA), or because the organization that seeks to own or expand ownership of one or more functions has a primarily domestic mission (e.g., DoJ). In numerous discussions with other industry experts, extensive concerns were raised about the potential for conflicts of interest when expanding an organization's core mission from primarily domestic in nature to one that takes on a global focus (similar concerns were issued pertaining to the possibility of using the CR for domestic purposes as well).
- **Existing surge capacity is insufficient or not yet formally existent.** Most of the mechanisms for surge capacity that were discussed in the course of this study are either insufficient in size and scope (e.g., the USAID DART teams and "bullpen") or do not formally exist at this point (e.g., USAID additional surge capacity and DoD private sector reserves). Therefore, these mechanisms do not provide capacity sufficient to meet the R&S demands that S/CRS anticipates. While they may augment other capacities and may grow and at some point become the most efficient USG performer of certain functions, USG currently lacks the capacity to fully perform the functions in question, representing R&S gaps that must be overcome.
- **Partnerships with international actors may not always be reliable.** While it is true that some international governments and NGOs have mature mechanisms for performing certain functions, there may be post-conflict situations in which it is not in USG's best interests to rely on these actors, or these actors may choose not to be involved. It is clear that USG must have at least a basic capacity across the range of R&S functions as a whole in order to protect its interests in all situations, so that policy decisions and outcomes are not affected by the choices of other governments. In many cases, international partnerships may be the best course of action, but this option will not always be available.



- **Consensus does not exist on the reservists' role in Security functions.** With respect to the idea that the constabulary police, in particular, is not suited for a reserve force, an equal number of contrary opinions were heard during the course of our discussions. There is little consensus on this issue; the only aspect that is universally accepted is that USG does not currently have this capacity. BearingPoint's overall analysis found nothing that convincingly indicates that CR performance of constabulary police functions is infeasible, and we believe it should be considered as part of the range of Reserve functions. Inclusion of constabulary police functions as part of the overall CR portfolio was also the direction of S/CRS as part of this study's Statement of Work.

The CR is only *one part* of the overall S/CRS R&S response model, and that model includes a phase calling for insertion of USG personnel to assess, design, and lead programs where circumstances warrant. In many cases, inter-agency experts might well be leading response efforts and teams, and these teams might include other USG employees, contractors deployed in other agencies' response mechanisms, or international participants alongside or in lieu of Civilian Reservists. However, if the CR is to provide agility, flexibility, and scalability—a primary purpose of the program—its functional mandate must cover the range of potentially required R&S tasks, and sufficient numbers of qualified, trained personnel must be available for any given scenario. Application will be scenario-dependent: the fact that all R&S skill areas are on the roster *does not mean that all skills will be used in every situation*.

In addition, as stated in section 4.2, Assumptions and Scope, the CR roster composition is not and should not be static. Over time, as the international environment changes and new requirements arise, different skills and numbers may be required, and the Reserve must adapt. Similarly, if new capabilities are created within USG or in outside entities that can perform certain functions more efficiently than the Reserve, alteration of the Reserve roster composition should certainly be considered. Workforce planning in this environment should involve not only S/CRS personnel, but also inter-agency leadership and other related groups. These groups need to be fully integrated to maintain a model that best serves U.S. R&S interests. In the current environment, the CR scope presented in the following sections accomplishes this.

☑ Recommendation: *The scope of the CR and the mix of skill areas it should maintain need to be consistent with the full range of tasks required for R&S response, as grouped into six categories listed in table 4.2.* The suite of Civilian Reservist functions must work in tandem with international relief agencies, U.S. military forces, and other entities within and outside DoS (such as the INL, USAID, DoJ, USIP, and the U.N.), all working to achieve their independent missions in the same area. S/CRS should revisit this model regularly in conjunction with its stakeholders to make sure it remains an efficient, effective response vehicle and to consider alternatives as they arise.



Table 4-2. Recommended Civilian Reserve Functional Areas and Skills Mix

Operating Civilian Reserve Teams in the Field	
Program Management	The program management skill area is responsible for managing multiple teams or tasks to achieve successful reconstruction and stabilization outcomes. Program management can be geographically oriented, product-based, or functionally aligned, depending on the selected field organizational structure.
Team Infrastructure	The team infrastructure skill area includes the skills necessary to support deployed teams. It is embedded within the teams themselves in the field, providing for logistics, communications, information technology, contracts management, and grants management required for teams to fulfill their missions.
Establishing/Reestablishing Rule of Law	
Constabulary Police	The Constabulary Police skill area is responsible for stabilizing the country in conjunction with military and civilian police forces, performing all roles necessary to provide an environment conducive to the safe conduct of R&S operations.
Civilian Police	The law enforcement skill area is responsible for performing basic civil policing functions, reestablishing public trust in police by containing criminal activity, providing public safety services, protecting personal property, and training indigenous police to facilitate transfer of responsibilities to a qualified local force.
Judicial System	The judicial system skill area is responsible for reconstituting a working justice system, providing fair and balanced justice in high-profile cases, supporting local courts, and training indigenous legal personnel to build a qualified, educated local judicial workforce.
Corrections	This skill area is responsible for acquiring and maintaining adequate corrections facilities, managing the inmate population, and facilitating societal reintegration to promote public safety through the incarceration and rehabilitation of criminals.
Providing Essential (Non-Humanitarian) Services and Repairing/Rebuilding Critical Infrastructure	
Social Services	The social services skill area establishes or reestablishes basic social programs, such as identification of citizens, job development, and employment support services, to promote a stable, working society.
Utilities	The utilities skill set is responsible for repairing or reconstructing major essential utilities, such as water and sanitation, electricity, and oil and gas, to restore basic services required by individuals, businesses, government, and other key elements of society.
Building Construction	The building construction skill area is responsible for designing, planning, and managing construction or reconstruction of key structures and facilities, including prisons, hospitals, transportation terminals, police and fire stations, and other strategic buildings essential to a well-functioning society.
Transportation	The transportation skill area is responsible for designing, planning, and managing construction and participating in the creation, repair, and maintenance of roads, railroads, airports, bridges, harbors, channels, dams, and other key transport infrastructure components.
Commerce	The commerce skill area is responsible for assessing, designing, planning, and executing systems and programs that will regenerate economic activity in the country, including banking protocols, processes, and systems; monetary policy; and import/export.
Environment	The environmental skill area is responsible for conducting rapid environmental assessments (REAs) and designing, planning, and performing engineering duties that correct, control, remediate, or prevent environmental health hazards, including wetlands restoration, waste treatment, deforestation remediation, and pollution control technology.
Health Services	The health services skill area is responsible for developing, advising on, and executing public health policy; operating and maintaining hospitals and other health facilities; and providing emergency services response capabilities for the general public.



Establishing/Reestablishing Operability of Government Institutions

Municipal Management	The municipal management skill area is responsible for the planning, oversight, and administration of all city government affairs and provides training and transfers knowledge to local leaders to aid in the creation of an effective local governance capacity.
Ethics	The ethics skill area is responsible for promoting a transparent, responsible government; rebuilding the public confidence through development, implementation, and enforcement of appropriate policies, procedures, and processes; and educating lawmakers and the public on ethics programs.
Budget and Finance	The budget and finance skill area is responsible for developing responsible fiscal policies, procedures, processes, and systems; develops short- and long-term financial plans, strategies, and programs; and provides budget development support while transferring knowledge to local practitioners.
Civil Service	The civil service skill area is responsible for creating, developing, or restoring a fair, merit-based, citizen-driven workforce; supporting programs to facilitate the effective operation of government departments, and executing public functions at the local and national levels.
Legal and Regulatory Reform	The legal and regulatory reform skill area drafts, communicates, and supports the implementation of legal rules that will promote effective government and a free, fair, and prosperous society, including election regulations, financial rules, property rights, and other areas as warranted.

Preparing Local Leaders to Operate in a Democratic Market System

Leadership Development	The leadership development skill area is responsible for mentoring local and national government leaders, corporate executives and managers, and leadership candidates to help develop management skills and prepare them to effectively operate in the new political economy.
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Initiating a Political Transition Process

Constitutional Reform	The constitutional reform skill area advises on and assists with the revision of an existing or the development of new constitutional documents at a national level to effectively represent the views of the citizenry while considering political pressures and interests.
Democratic Elections	The democratic elections skill set is responsible for facilitating the development and operation of political parties; the development of sound and fair electoral procedures, which encompass the comprehensive electoral process; and support for planning for all phases of democratic elections.
Conflict Mediation	The conflict mediation skill area is responsible for a broad range of negotiation and mediation functions, providing neutral support to government leaders, political parties, business leaders, rival groups, and others as necessary to facilitate discussion and compromise on divisive issues.

The functions listed are those that are appropriate for the CR in performing R&S activities. Other activities may be occurring in-country that are not appropriate for Civilian Reservists because, for example, they require permanent USG leadership and specific local area knowledge and connections, and they fall within the purview of other established groups. Efforts in those areas should be left with other U.S. agencies, local citizens, contractors, non-governmental organizations (NGOs), or military personnel more appropriate for the specific task area.

4.5.2 Job Breakdown and Qualifications

To translate functional coverage to action on the ground, S/CRS must develop and maintain specific positions and levels, each with its own set of responsibilities and minimum qualifications. To determine the required jobs and levels, BearingPoint used a deductive process that started with the functional and skill areas, identified the jobs needed to perform the range of tasks that would fall within each area, documented the specific responsibilities for each position, and identified the desired minimum qualifications. This process is detailed further as follows:



- Through extensive interviews, focus groups, and secondary research, BearingPoint examined each functional area and identified a number of position types as being crucial to the successful execution of Civilian Reserve objectives.
- Based on our understanding of the different team structures that might be required (as discussed in the section 5, Deployment Operations), BearingPoint further reduced the job types to basic levels required to develop a comprehensive, agile, flexible, and scalable roster.
- Using a variety of sources, including USG and contractor job postings, seminal literature on transitional security, position descriptions from different industries, benchmark interviews, and other discussions, BearingPoint developed summary role descriptions and detailed lists of functions for every job. These jobs cover the core responsibilities assumed in section 4.2—evaluating conditions, determining requirements, leading programs, executing tasks, filling institutional roles, and training. *Some positions may be responsible at various times for more than one of these responsibilities, while others may be designed to cover only one.*
- Also relying on a range of sources, BearingPoint examined options for describing minimum technical qualifications for every job on the list. The guiding concept in this review was to determine the least range and lowest levels of competency required to be fully successful in the job. BearingPoint used this approach to maximize the candidate pool without sacrificing effective completion of critical job tasks or requiring extensive skill-based training.
- The jobs assume that all reservists would be operating under a USG strategic plan. Management positions include the requirement that incumbents have the ability to further break down that plan to meet their sectoral goals and to measure performance and adjust approaches based on results. While universally desirable, this skill set is less important for lower level personnel.

☑ Recommendation: *S/CRS should employ the positions identified in table 4.3 to establish the ability to execute the functions envisioned for the Civilian Reserve.* The table contains the job title and a brief statement of its primary responsibilities, along with a detailed list of the minimum levels and types of experience and technical skills required for an individual to qualify for the position. Note that these descriptions provide a broad range of the tasks appropriate for each position—the specific duties for which an individual will be responsible will be determined on a case-by-case basis.

Broad skills and attributes that apply to all reservists are discussed in section 4.6, “Attracting Civilian Reservists”. Based on the requirements for flexibility, adaptability, and teamwork in the broad skills discussion, we do *not* recommend that the Civilian Reserve employ a military-style rank structure; rather, lines of authority should be clearly defined on a deployment-specific basis. A complete list of the responsibilities for each position, along with additional information required to facilitate classification and job posting, is included in section 4.11, “Job Descriptions”.



Table 4-3. Recommended Jobs, Responsibilities, and Qualification Requirements

Position Overview	Qualifications
Operating Civilian Reserve Teams in the Field	
Program Management	
<p>Program Manager. Responsible for overseeing, managing, and coordinating multiple functional areas within a distinct district or region. The program leader is solely responsible for the comprehensive positive or negative development associated with his or her designated region</p>	<ul style="list-style-type: none"> ▪ Extensive experience managing conflict and change and transforming and integrating key goals, priorities, procedures, and values of multiple and independent governmental entities and NGOs around a single, harmonious, strategic vision ▪ Experience serving as liaison and coordinating activities with multiple USG agencies and having general knowledge of the USG workplace, including functional inter-relationships within DoS and DoD and their relationships with other cabinet-level agencies and the U.S. Congress ▪ Ability to direct and manage a multi-disciplinary staff involved in international development, local governance, and/or reconstruction in developing countries ▪ Understanding of institutional capacity building and local governmental structures in post-conflict environments ▪ Knowledge of Project and Contracting Office (PCO) activities, Federal Acquisition Regulations (FAR), Supplemental Spending Authorization, USG funding mechanisms such as Iraqi Relief and Reconstruction Fund (IRRF) and Commander's Emergency Response Program (CERP), and international donor funding instruments ▪ Ability to speak with authority on behalf of the U.S. mission; to use tact and consideration while dealing with authority; to explain, advocate, and express facts and ideas in a convincing manner; to negotiate with individuals and groups internally and externally; to develop an expansive network with other organizations; and to identify the internal and external politics that impact the work of the organization ▪ Understanding of performance measurement and ability to set and use metrics to monitor progress and adjust plans ▪ Experience working in post-conflict and dangerous environments ▪ Advanced degree in International Politics, Economics, Business, or other related field ▪ Certified Project Management Professional (PMP) desirable
Team Infrastructure	
<p>Communications Specialist. Responsible for creating, receiving, analyzing, and distributing communications to team leaders and members. Serves as liaison with public officials and local representatives as required</p>	<ul style="list-style-type: none"> ▪ Knowledge of the principles and methods of written and oral communication and skill in applying principles and using methods sufficient to conduct foreign public affairs programs involving public information, internal information, and community relations activities for internal and external audiences ▪ Knowledge applicable to and skill in assessing public reaction and ability to identify extent of understanding achieved to evaluate the effectiveness of information programs ▪ Skill in writing a variety of articles that convey information and clarify organization operations, programs, and activities to specialized audiences ▪ Skill in establishing and maintaining effective working relationships among the customer country, the private sector, and/or other USG agencies on all security assistance matters ▪ Bachelor's degree in Communications, Public Relations, or related field ▪ Experience working in post-conflict and dangerous environments
<p>Information Technology (IT) Specialist. Responsible for analyzing Civilian Reservist team IT needs and for procuring, setting up, configuring, and</p>	<ul style="list-style-type: none"> ▪ Experience and demonstrated accomplishment of computer project assignments that have required a wide range of knowledge of computer requirements and techniques ▪ Skill in analyzing multiple technical approaches in determining what system



Position Overview	Qualifications
Operating Civilian Reserve Teams in the Field	
training on equipment; maintaining systems and equipment; and troubleshooting issues	<p>inter-relationships must be considered or what operating mode, system software, and/or equipment configuration is most appropriate for a given project</p> <ul style="list-style-type: none"> ▪ Ability to prevent unauthorized access to IT assets ▪ Ability to conduct risk and vulnerability assessments, promote awareness of security issues, conduct systems security evaluations, and develop contingency plans ▪ Ability to conduct implementation, maintenance, and enhancement of information systems security programs ▪ Ability to conduct implementation, maintenance, and enhancement of comprehensive information systems security ▪ Bachelor's degree in an IT-related field ▪ Experience working in post-conflict and dangerous environments
Telecommunications Specialist. Responsible for analyzing Civilian Reservist team telecommunications needs and for procuring, setting up, configuring, and training on communications equipment, maintaining systems and equipment, and troubleshooting issues	<ul style="list-style-type: none"> ▪ Knowledge of the fundamentals and principles of digital and analog circuitry in order to analyze and resolve loss of telecommunications systems and plan and manage restoration ▪ Knowledge of operating system characteristics and interface requirements of the specific telecommunications equipment components and operating systems software that compose the telecommunications network (for example, ISDN and Video over Internet Protocol [VoIP], multipoint teleconferencing bridging, and various types of switches and terminal servers). ▪ Knowledge of technical control techniques and circuit configuration procedures ▪ Ability to coordinate with commercial communications carriers, to write and converse in a technically professional manner, and to correct or suggest appropriate corrections to a variety of communications policies and procedures ▪ Bachelor's degree in a telecommunications field ▪ Experience working in post-conflict and dangerous environments
Logistics Specialist. Responsible for managing, supervising, coordinating, and directing team logistics and coordinating with the military, NGOs, local leaders, and others as required to acquire housing, arrange travel, procure supplies, and otherwise support efficient team operations	<ul style="list-style-type: none"> ▪ Knowledge of and experience with computer-based logistical support programs ▪ Broad knowledge of materiel management and supply, retail and wholesale, and management operations in all classes of supply, long-term storage operations, and equipment maintenance requirements ▪ Extensive knowledge of maintenance, supply, and transportation management and general logistics operations to develop corrective actions and/or improved methods and procedures; provides direct assistance to the subordinate activity for implementation ▪ Knowledge of and experience with computer-based logistical support applications ▪ Experience with technical logistics and maintenance contract specifications and requirements ▪ Knowledge of commercial and USG industrial activity operations ▪ Experience working in post-conflict and dangerous environments
Medical Officer. Responsible for providing preventive, routine, and emergency medical care for deployed CR teams	<ul style="list-style-type: none"> ▪ Extensive knowledge of and experience with internal medicine ▪ Extensive knowledge of and experience with injuries and illnesses common to developing countries and conflict zones ▪ Extensive experience providing general medical, primary care, and mental health services outside the United States; experience as a military medic or with an international medical agency is highly desirable ▪ Experience working in post-conflict and dangerous environments
Contracts Officer. Responsible for acquisition planning, pre-award functions, contract award,	<ul style="list-style-type: none"> ▪ Experience reviewing contractor proposals and bids to perform analyses of price history, commercial price tests, market prices, and technical catalogs ▪ Experience monitoring contractor performance and resolving conflicts related to



Position Overview	Qualifications
Operating Civilian Reserve Teams in the Field	
post-award monitoring and administration, terminations, modifications, and other administrative and reporting tasks associated with R&S contracts	<ul style="list-style-type: none"> contract modifications, progress, and payments ▪ Experience in procurement monitoring to access contractors' financial and business conditions to detect indicators that would have an adverse impact on contractor performance or other work directly related to this position ▪ Extensive knowledge of and experience with the FAR, Supplemental Spending Authorization, USG funding mechanisms such as IRRF and CERP, and international donor funding instruments ▪ Experience specific to R&S contract administration is highly desirable ▪ Experience working in post-conflict and dangerous environments
Grants Management Officer. Responsible for the planning and management of grant awards and ongoing grantee monitoring and assistance to support and encourage the successful implementation of R&S grants	<ul style="list-style-type: none"> ▪ Previous experience providing expertise on grants management statutory requirements to junior grants specialists and program staff; experience applying knowledge of international relations and foreign assistance policies to ensure consistency in application of differing parts of the world ▪ Previous experience applying knowledge of cost analysis techniques, principles of budgeting, cost and price techniques, and negotiation strategies to provide advice and counsel on planning and carrying out pre- and post-award activities relating to grants and cooperative agreements ▪ Previous experience applying knowledge of Federal and office regulations, policies, and procedures applicable to the process and administration of extensive or unique, complex domestic and foreign grant programs ▪ Previous experience making determinations on grant modifications and cooperative agreements ▪ Previous experience presenting briefings on justification of programs to management to influence decisions ▪ Experience working in post-conflict and dangerous environments
Geographical Information Systems (GIS) Specialist. Responsible for applying computer technology that uses GIS as an analytic framework for managing and integrating data for mapping, location analysis, and other problems	<ul style="list-style-type: none"> ▪ Ability to relate GIS technology to community planning, engineering, cartography, geography, and natural resource sciences ▪ Demonstrated expert Macro/C/ C++/ Visual Basic programming skills ▪ Applied understanding of advanced math and statistical analysis ▪ Demonstrable Oracle or related relational database management systems (RDBMS) skills including development skills ▪ Extensive knowledge of AutoDesk MAP, AutoCAD, and ArcGIS with skill in designing, organizing, and managing diverse digital databases as related to GIS ▪ Advanced degree in Geology, Geography, or related field or equivalent experience in the field ▪ Experience working in post-conflict and dangerous environments
Administrative Support Specialist. Responsible for assisting program managers, project managers, subject matter experts, or other employees to achieve their mission by conducting research, assisting in program design, drafting reports, and performing administrative tasks and other functions to help drive program or project success	<ul style="list-style-type: none"> ▪ Previous experience working as a research assistant, as legislative staff, or in a similar support role ▪ Overseas work experience is highly desirable ▪ Bachelor's degree with some post-graduate experience in International Politics, Economics, Business, or other related field (currently enrolled students desirable) ▪ Experience working in post-conflict and dangerous environments



Position Overview	Qualifications
Establishing/Reestablishing Rule of Law	
Constabulary Police	
Constabulary Police—Commander. Responsible for developing strategic plans for the coordination and operation of policing functions beyond those provided by Civilian Police but short of those undertaken by the military (though they may be in conjunction with the military). Responsible for establishing a stable environment in which civilian police, reservist teams, government institutions, commerce, and other societal elements can operate effectively	<ul style="list-style-type: none"> ▪ Experience serving in the U.N. or other international police mission highly desirable ▪ Prior experience as police chief or in a similar leadership role in a large U.S. city ▪ All other prior experience required by Constabulary Police Unit Leader and Officer positions ▪ Advanced degree in Criminal Justice with international coursework, or law degree with extensive coursework in international law, or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Constabulary Police—Unit Leader. Responsible for coordinating operational policing functions beyond those provided by Civilian Police but short of those undertaken by the military (though they may be in conjunction with the military). Responsible for establishing a stable environment in which civilian police, reservist teams, government institutions, commerce, and other societal elements can operate effectively	<ul style="list-style-type: none"> ▪ Prior experience as a Special Weapons and Tactics (SWAT), tactics, or special forces team commander in a large U.S. city or as a commander of a military police unit ▪ Training from Center of Excellence for Stability Police Units (CoESPU) or similar organization desirable ▪ All prior experience required by Constabulary Police Officer ▪ Experience working in post-conflict and dangerous environments
Constabulary Police—Officer. Responsible for coordinating operational policing functions beyond those provided by Civilian Police but short of those undertaken by the military (though they may be in conjunction with the military). Responsible for establishing a stable environment in which civilian police, Reservist teams, government institutions, commerce, and other societal elements can operate effectively	<ul style="list-style-type: none"> ▪ Experience with crime prevention, Federal policing, customs and excise, commercial crime, drug investigation, protective policing, economic crime, counterfeiting investigation, diplomatic protection, emergency response team, forensic services, traffic law enforcement, airport security, and similar disciplines ▪ Current or recent previous service on SWAT, tactics, or special forces team in a large U.S. city, with associated skills training, or experience serving with military police ▪ Experience with civil disturbance units in large U.S. police departments; international experience highly desirable ▪ Ability to use mediation, negotiation, or other conflict resolution techniques to resolve disputes ▪ Ability to make individual decisions based in ethical principles to handle ambiguous situations ▪ Experience working in post-conflict and dangerous environments
Civilian Police	
Civilian Police—Commander. Responsible for the coordination and/or training of indigenous police to provide basic law enforcement services inclusive of criminal investigation, with the power of arrest and use of deadly force if required	<ul style="list-style-type: none"> ▪ Experience serving in the U.N. or other international police mission ▪ Prior experience as police chief or in a similar leadership role in a large U.S. city ▪ All other prior experience required by Civilian Police Unit Leader and Criminal Investigator or Officer positions. ▪ Advanced degree in Criminal Justice, or Law degree with some international coursework, or equivalent experience



Position Overview	Qualifications
Establishing/Reestablishing Rule of Law	
Civilian Police—Unit Leader. Responsible for coordinating operations of Civilian Police units and/or training indigenous police to provide basic law enforcement services inclusive of criminal investigation, with the power of arrest and use of deadly force if required	<ul style="list-style-type: none"> ▪ Previous experience commanding officers in a large U.S. city ▪ Experience as a police commander in international exercises or on international missions is desirable ▪ All other prior experience required by Civilian Police Criminal Investigator or Officer positions ▪ Experience working in post-conflict and dangerous environments
Civilian Police—Officer. Responsible for providing and/or training indigenous police to provide basic law enforcement services inclusive of criminal investigation, with the power of arrest and use of deadly force if required	<ul style="list-style-type: none"> ▪ Extensive experience as a police officer in a U.S. state, urban county, or large city police department; international experience highly desirable ▪ Experience with civil disturbance units in large police departments ▪ Previous experience in military police units of the armed forces is desirable ▪ Ability to use mediation, negotiation, or other conflict resolution techniques to resolve disputes ▪ Ability to make individual decisions based on ethical principles to handle ambiguous situations ▪ Experience working in post-conflict and dangerous environments
Civilian Police—Criminal Investigator. Responsible for investigating alleged or suspected criminal violations of local, national, or international laws to determine if evidence is sufficient to recommend arrest and prosecution	<ul style="list-style-type: none"> ▪ Extensive experience in a similar role in a U.S. state, urban county, or large city police department; international experience highly desirable ▪ Strong record of successful investigations and prosecutions resulting in convictions ▪ Extensive experience working in an environment geared toward finding relationships among seemingly unrelated events ▪ Ability to combine pieces of information to form general rules or conclusions and to apply rules to specific problems to produce supportable answers ▪ Advanced degree in Criminal Justice, or Law degree, with coursework in international issues, or equivalent experience ▪ Experience working in post-conflict and dangerous environments
Civilian Police—Trainer. Responsible for training indigenous police to provide basic law enforcement services inclusive of criminal investigation, with the power of arrest and use of deadly force if required	<ul style="list-style-type: none"> ▪ Extensive experience teaching coursework at a Police Officer Standards and Training Council (POST) program ▪ Experience developing and teaching courses geared toward developing police officers in post-conflict areas ▪ Experience working in post-conflict and dangerous environments
Justice System	
Judge. Responsible for establishing and implementing a standard set of legal rules by which citizens should abide and for reconstituting a working justice system. Judges also serve as interim arbiters while indigenous capabilities are being rebuilt	<ul style="list-style-type: none"> ▪ Extensive experience serving in U.S. judicial system; international court experience strongly preferred ▪ Solid background and demonstrated experience in international law processes and procedures ▪ Substantial litigation experience, preferably in a high-volume context ▪ Experience handling complex legal issues ▪ Experience conducting administrative hearings ▪ International Law degree or Law degree with extensive concentration in international law ▪ Experience working in post-conflict and dangerous environments
Attorney—Prosecutor. Responsible for the development and oversight of	<ul style="list-style-type: none"> ▪ Extensive, demonstrated knowledge of international legislative rules and analysis



Position Overview	Qualifications
Establishing/Reestablishing Rule of Law	
<p>local prosecutorial personnel and for actively serving as prosecutors, particularly in politically sensitive cases</p> <p>Attorney—Public Defender. Responsible for the development and oversight of local public defender personnel. Attorneys will serve in public defense roles for defendants who appear before international judges with international prosecutors</p>	<ul style="list-style-type: none"> ▪ Demonstrated knowledge of international statutory rules of construction ▪ Demonstrated knowledge of international administrative and general law, military law, employment and labor law, and contract and fiscal law ▪ Skill in legal research, to include computerized and Internet databases ▪ Skill in providing staff advisory, planning, and reviewing services on specific higher education problems ▪ Ability to craft innovative approaches to ambiguous and/or undefined areas of the law ▪ Ability to effectively confer with local law officials ▪ Ability to express sound, reasoned decisions effectively both orally and in writing ▪ International Law degree or Law degree with extensive concentration in international law ▪ Experience working in post-conflict and dangerous environments
<p>Legal Aide. Responsible for assisting in the development of cases for the prosecution or public defense roles that appear before international judges</p>	<ul style="list-style-type: none"> ▪ Extensive legal background with broad skills and experience in international relations and litigation ▪ Completed service on a Federal district or appellate clerkship ▪ Membership in a bar of one of the U.S. states, with specialized experience in the field of ethics and democratically sound government ▪ Ability to provide legal advice in a challenging environment ▪ Ability to analyze complex legal issues and understand a wide range of legal concepts, principles, and practices as they relate to governmental organizations and commercial activities ▪ Experience working in post-conflict and dangerous environments
<p>Court Staff—Court Administrator. This position is the chief administrative officer of the court, responsible for keeping court records, handling court monies, and supervising court operations</p>	<ul style="list-style-type: none"> ▪ Extensive, progressively more responsible or expansive court experience, a significant amount of which must have been in a managerial capacity in a court or closely related setting ▪ Extensive knowledge of the modern principles and practices of court administration, including organization, functions, responsibilities, and procedures ▪ Extensive knowledge of court procedures, legal documents, laws, and legal factors pertaining to the courts ▪ Extensive knowledge of the modern principles and practices of public administration ▪ Ability to organize, supervise, and coordinate the activities of staff engaged in a variety of court administrative activities ▪ Thorough knowledge of the principles and procedures involved in conducting administrative studies and analyses of problems
<p>Court Staff—Legal Officer. Responsible for conducting legal research and analysis and rendering opinions on international issues that may arise</p>	<ul style="list-style-type: none"> ▪ Multiple years of practical international court experience. ▪ Understanding of the norms and procedures governing international courts and of negotiations on the crime of aggression, including the proceedings relating to disciplinary proceedings, settlement of disputes, and other legal issues. ▪ Law degree with specialization in criminal, international, or humanitarian issues. ▪ Experience working in post-conflict and dangerous environments.
<p>Court Staff—Court Recorder. Use verbatim methods and equipment to capture, store, retrieve, and transcribe pretrial and trial proceedings or other information. Includes stenocaptioners who operate</p>	<ul style="list-style-type: none"> ▪ Ability to take verbatim shorthand or machine stenographic notes of a difficult and technical nature at varying speeds from 175 to 200 words per minute for a sustained period of time ▪ Ability to transcribe minutes and notes by typewriter or word processor at a rate not less than 25 words per minute with an error rate of 5 percent or lower for words dictated



Position Overview	Qualifications
Establishing/Reestablishing Rule of Law	
computerized stenographic captioning equipment to provide captions of live or pre-recorded broadcasts for hearing-impaired viewers	<ul style="list-style-type: none"> ▪ Ability to quickly and effectively acquire basic local language comprehension skills ▪ Thorough knowledge of legal and medical terminology ▪ Thorough knowledge of spelling, punctuation, and capitalization ▪ Basic understanding of court procedures ▪ Experience working in post-conflict and dangerous environments
Court Staff—Chambers Clerk. Assist lawyers or judges by researching or preparing legal documents. May meet with clients or assist lawyers and judges in court	<ul style="list-style-type: none"> ▪ Knowledge of legal procedures and handling of confidential information in the provision of specialized administrative support to professional and/or paraprofessional legal staff ▪ Experience preparing legal documents and various other correspondence requiring knowledge of legal terminology ▪ Experience as a receptionist or legal secretary with responsibility for database and records management ▪ Skill in using personal computers and related software applications ▪ Ability to work effectively with a wide range of constituencies in a diverse community ▪ Ability to gather data, compile information, prepare reports, and create, compose, and edit written materials ▪ Ability to maintain confidentiality of records and information ▪ Experience working in post-conflict and dangerous environments
Corrections	
Prison Warden. Responsible for coordinating the activities of the correction institution, developing rules and regulations, and coordinating with external entities regarding the prison system	<ul style="list-style-type: none"> ▪ Demonstrated knowledge of the principles and methods of prison administration; the routines, procedures, and techniques of prison work; the organization and operation of a correction classification system; and correction facility education and rehabilitation programs ▪ Demonstrated applied knowledge of the laws, rules, and regulations of U.S. prison systems and international norms ▪ Experience in the design, development, and construction of prisons ▪ Experience training and supervising correctional officers and demonstrated knowledge of techniques ▪ Demonstrated ability to maintain discipline and control over staff and residents in a correctional facility and to issue and enforce rules and regulations ▪ Ability to direct institution programs for safeguarding residents ▪ Ability to think and act quickly in emergencies ▪ Ability to make prompt decisions and interpretations in the absence of established procedures ▪ Extensive hands-on jail and detention background, including prison guard experience ▪ Bachelor's degree in Criminal Justice or equivalent experience, preferably with international exposure ▪ Experience working in post-conflict and dangerous environments
Corrections Officer. Responsible for maintaining order within corrections institutions and enforcing associated rules and regulations.	<ul style="list-style-type: none"> ▪ Extensive experience providing assistance, guidance, and direction to incarcerated individuals ▪ Extensive, demonstrable experience responding to emergency situations of a violent nature ▪ Extensive experience ensuring that individuals confined in a correctional or mental health facility adhere to rules and regulations ▪ Previous experience apprehending and arresting individuals violating the law ▪ Service as prison guard in large correctional facility in the United States or in a military police capacity abroad required ▪ Experience working in post-conflict and dangerous environments



Position Overview	Qualifications
Providing Essential (Non-Humanitarian) Services and Repairing/Rebuilding Critical Infrastructure	
Social Services	
Civic Planner. Responsible for developing and leading execution of short- and long-term plans to facilitate growth and revitalization of urban, suburban, and rural communities, while supporting local officials with decisions concerning social, economic, and environmental problems	<ul style="list-style-type: none"> ▪ Extensive background leading large-scale community redevelopment programs in multiple regions ▪ Experience participating in urban and rural community redevelopment programs in and outside the United States ▪ Grants management experience ▪ Solid ability to interact with officials at multiple levels of government with potentially competing priorities to develop consensus on redevelopment efforts ▪ Advanced degree in Civic Planning or other related social sciences field, with international focus ▪ Experience working in post-conflict and dangerous environments
Small and Medium Enterprise (SME) Development Expert. Responsible for creating a conducive and facilitating environment as well as providing services to equip, sustain, and develop SMEs, enhancing their contribution in the overall local and national economy	<ul style="list-style-type: none"> ▪ Extensive background leading large-scale community redevelopment programs in multiple regions ▪ Experience leading successful community redevelopment programs in and outside the United States ▪ Demonstrable ability to interact with officials at multiple levels of government with potentially competing priorities to develop consensus on redevelopment efforts ▪ Grants management experience ▪ Advanced degree in International Economics, with a focus on developing nations, or a related field ▪ Experience working in post-conflict and dangerous environments
Utilities	
Electrical Engineer—Project Manager. Responsible for designing, developing, and testing all aspects of electrical infrastructure facilities, components, equipment, and machinery required to restore and maintain an adequate, uninterrupted national power supply	<ul style="list-style-type: none"> ▪ Experience in managing projects and programs involving considerable capital investment, especially in developing countries ▪ Expert technical and practical knowledge of public works materials, methods, and techniques as well as in institutional development and capacity building ▪ Ability to plan, assign, and supervise the work of USG and non-USG personnel engaged in a variety of design, planning, construction, and maintenance projects in the field of electrical engineering ▪ Ability to modify existing policies, strategies, and/or methods to meet unusual conditions within the context of existing management principles ▪ Ability to quickly analyze and categorize data and information to determine consequences and to identify and select alternatives ▪ Ability to decide the time, place, and sequence of operations within an organizational framework, as well as the ability to oversee their execution ▪ Skill in calculating percentages, fractions, decimals, volumes, ratios, present values, and spatial relationships ▪ Certified PMP ▪ Advanced degree in Electrical Engineering or related field or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Electrical Engineer. Responsible for designing, developing, and testing all aspects of electrical infrastructure facilities, components, equipment, and machinery required to restore and maintain an adequate, uninterrupted	<ul style="list-style-type: none"> ▪ Knowledge of the appropriate U.S. criteria guidelines, including DoD manuals, military specifications and standards, Army and Air Force technical manuals, and U.S. codes and standards, including the National Electric Code, National Electric Safety Code, Life Safety Code, Underwriters Laboratories Standards (ULS), National Electric Manufacturers Association, and other applicable standards



Position Overview	Qualifications
Providing Essential (Non-Humanitarian) Services and Repairing/Rebuilding Critical Infrastructure	
national power supply	<ul style="list-style-type: none"> ▪ Knowledge of U.S. manufacturers' catalogs and handbooks, industry guides, standards, and technical literature governing the construction of electrical installations is required ▪ Familiarity with foreign national codes, standards, and practices ▪ Advanced degree in Electrical Engineering or related field or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Water and Sanitation Engineer—Project Manager Responsible for assessing and improving water distribution and sanitation facilities and programs, ensuring availability of clean water and adequate sewage disposition mechanisms	<ul style="list-style-type: none"> ▪ Experience managing projects and programs involving considerable capital investment, especially in developing countries ▪ Expert technical and practical knowledge of public works materials, methods, and techniques as well as in institutional development and capacity building ▪ Ability to plan, assign, and supervise the work of USG and non-USG personnel engaged in a variety of design, planning, construction, and maintenance projects in the field of water resources, water treatment, sewage treatment, and sanitation ▪ Ability to modify existing policies, strategies, and/or methods to meet unusual conditions within the context of existing management principles ▪ Ability to quickly analyze and categorize data and information, determine consequences, and identify and select alternatives ▪ Ability to decide the time, place, and sequence of operations within an organizational framework, as well as the ability to oversee their execution ▪ Skill in calculating percentages, fractions, decimals, volumes, ratios, present values, and spatial relationships ▪ Certified PMP. ▪ Advanced degree in Water and Sanitation Engineering, Civil Engineering or related field, or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Water and Sanitation Engineer Responsible for assessing and improving water distribution and sanitation facilities and programs, ensuring availability of clean water and adequate sewage disposition mechanisms	<ul style="list-style-type: none"> ▪ Ability to modify existing policies, strategies, and/or methods to meet unusual conditions within the context of existing management principles ▪ Ability to quickly analyze and categorize data and information, determine consequences, and identify and select alternatives ▪ Advanced degree in Water and Sanitation Engineering, Civil Engineering or related field, or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Oil and Gas Engineer—Project Manager Responsible for assessing the damage of ruined oil and gas facilities and pipelines, planning for the improvement of those facilities and pipelines, and implementing the plan to develop new or repair damaged facilities and pipelines, ensuring safe and secure oil and gas transfer	<ul style="list-style-type: none"> ▪ Experience managing projects and programs involving considerable capital investment, especially in developing countries ▪ Expert technical, operational, and managerial knowledge of major energy-related systems, including oil production, importation and distribution of oil, maintenance of oil fields, and the infrastructure for domestic consumption ▪ Ability to effectively negotiate resolution of conflicting views to develop policy in support of national security objectives ▪ Ability to manage large, complex organizations ▪ Ability to take decisive action and speak with authority on behalf of the ambassador in dealing with components inside and outside DoS, and to perceive and translate the ambassador's personal management and program philosophy and official position on key issues into positive action ▪ Ability to identify requirements, establish objectives, develop alternate courses of action, and coordinate execution of policy decisions ▪ Certified PMP ▪ Advanced degree in Petroleum Sciences or related field or equivalent



Position Overview	Qualifications
Providing Essential (Non-Humanitarian) Services and Repairing/Rebuilding Critical Infrastructure	
	<ul style="list-style-type: none"> knowledge and experience Experience working in post-conflict and dangerous environments
Oil and Gas Engineer Responsible for repairing damaged oil and gas pipelines or constructing new oil and gas facilities and pipelines under the direction of the project manager	<ul style="list-style-type: none"> Education and/or demonstrated experience in the technical and managerial aspects of petroleum engineering or geology sufficient to advise the ministry regarding strategic decisions on exploration and production Knowledge of and experience organizing, developing, and managing exploration and production projects in a dynamic environment with short timelines Advanced degree in Petroleum Sciences or related field or equivalent knowledge and experience Experience working in post-conflict and dangerous environments
Telecommunications Engineer—Project Manager Responsible for lead assessment of country telecommunications requirements, designing infrastructure, obtaining communications equipment, and implementing and maintaining telecommunications systems	<ul style="list-style-type: none"> Experience managing projects and programs involving considerable capital investment, especially in developing countries Knowledge of the fundamentals and principles of digital and analog circuitry in order to analyze and resolve loss of telecommunications systems and plan and manage restoration Knowledge of operating systems characteristics and interface requirements of the specific telecommunications equipment components and operating systems software that compose the telecommunications network (such as ISDN and VoIP, multipoint teleconferencing bridging, and various types of switches and terminal servers) Knowledge of technical control techniques and circuit configuration procedures Ability to coordinate with commercial communications carriers, to write and converse in a technically professional manner, and to correct or suggest appropriate corrections to a variety of communications policies and procedures Certified PMP Advanced degree in Telecommunications or related field or equivalent knowledge and experience Experience working in post-conflict and dangerous environments
Telecommunications Engineer Responsible for analyzing telecommunications needs, obtaining communications equipment, and implementing/maintaining telecommunications systems	<ul style="list-style-type: none"> Knowledge of the fundamentals and principles of digital and analog circuitry in order to analyze and resolve loss of telecommunications systems and plan and manage restoration Knowledge of operating systems characteristics and interface requirements of the specific telecommunications equipment components and operating systems software that compose the telecommunications network (such as ISDN and VoIP, multipoint teleconferencing bridging, and various types of switches and terminal servers) Knowledge of technical control techniques and circuit configuration procedures. Ability to coordinate with commercial communications carriers, to write and converse in a technically professional manner, and to correct or suggest appropriate corrections to a variety of communications policies and procedures Advanced degree in Telecommunications or related field or equivalent knowledge and experience Experience working in post-conflict and dangerous environments
Building Construction	
Architect	<ul style="list-style-type: none"> Extensive experience designing buildings with security controls



Position Overview	Qualifications
Providing Essential (Non-Humanitarian) Services and Repairing/Rebuilding Critical Infrastructure	
Responsible for planning and designing key structures, such as prisons, transportation terminals, and other strategic facilities	<ul style="list-style-type: none"> ▪ An understanding of both theoretical and practical architectural principles, methods, and techniques and their applications to the design and construction or improvement of buildings ▪ Advanced degree in Architecture or equivalent experience, with specialized knowledge of construction in developing nations ▪ Experience working in post-conflict and dangerous environments
Construction—Project Manager Responsible for acting as an expert authority for major construction and renovation projects of a complex nature with long-term implications and for managing the financial, schedule, delivery, and other specifications on construction projects.	<ul style="list-style-type: none"> ▪ Demonstrable understanding of government cost estimates, change orders, and related issues and ability to negotiate successfully with contractors on terms and prices ▪ Ability to plan work to be accomplished, set priorities, schedule work phases, and make work assignments based on urgency of the work and subordinates ▪ Extensive experience working with building materials commonly found in the local post-conflict region ▪ Ability to direct a staff of construction engineers and technicians, as well as the construction ▪ Extensive experience participating in extensive construction and engineering management decisions relative to the military and civil construction missions ▪ Ability to interpret and conform established policies, regulatory guides, and accepted construction management practices ▪ Certified PMP ▪ Advanced degree in a business or engineering field or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Transportation	
Civil Engineer—Project Manager Lead engineering duties in planning, designing, and overseeing construction and maintenance of building structures and facilities, such as roads, railroads, airports, bridges, harbors, channels, dams, irrigation projects, and related infrastructure components	<ul style="list-style-type: none"> ▪ Ability to serve as a project engineer engaged in planning, coordinating, administering, and monitoring projects associated with the design or construction of facilities, structures, or engineering systems ▪ Experience conducting significant and extensive coordination of a number of projects ▪ Experience defining design-related policies and procedures ▪ Ability to manage and integrate engineering design functions and responsibilities with program and project-oriented business ▪ Ability to provide program leadership through development and direction of multi-disciplinary teams or development of individual team members to carry out complex projects or programs that will cross functional and technical boundaries ▪ Ability to manage, develop, acquire, and allocate resources to accomplish multiple projects or programs within budgeted goals or established thresholds ▪ Ability to articulate the corporate vision, goals, strategies, technologies, business practices, capabilities, and financial performance through both written and verbal communication ▪ Certified PMP ▪ Advanced degree in Civil Engineering or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Civil Engineer Perform engineering duties in	<ul style="list-style-type: none"> ▪ Professional knowledge of the concepts and principles of mechanical and civil engineering disciplines



Position Overview	Qualifications
Providing Essential (Non-Humanitarian) Services and Repairing/Rebuilding Critical Infrastructure	
<p>planning, designing, and overseeing construction and maintenance of building structures and facilities, such as roads, railroads, airports, bridges, harbors, channels, dams, irrigation projects, and related infrastructure components</p>	<ul style="list-style-type: none"> ▪ Knowledge of a broad range of engineering and construction standards, methods, practices, techniques, materials, and equipment to determine compliance with local codes and regulations ▪ Knowledge of automated data processing concepts, systems capabilities, and economic usage to effectively accomplish assigned functions ▪ Knowledge of health, safety, and environmental requirements as outlined in applicable standards, regulations, and/or technical orders ▪ Knowledge of environmental principles, practices, procedures, laws, regulations, and current legislative issues ▪ Knowledge of work classifications and the regulatory and statutory restrictions on the expenditure of appropriated and non-appropriated funds ▪ Ability to plan, conduct, and record site/facility surveys and inspections ▪ Advanced degree in Civil Engineering or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Commerce	
<p>Banking Systems Expert Responsible for helping to assess, develop, and regulate the banking industry of the host nation</p>	<ul style="list-style-type: none"> ▪ Extensive knowledge and experience working with banking and monetary policy, particularly in service to developing countries (for example, World Bank and International Monetary Fund experience) ▪ Experience with import/export issues, customs, tax law, securities, business ethics, and related topics ▪ Senior-level knowledge of U.S. Government and international banking processes ▪ Advanced degree in International Finance, International Business, or related field ▪ Experience working in post-conflict and dangerous environments
<p>Monetary Policy Expert Responsible for helping to assess, develop, and regulate currency issues and distribution policies that affect the production, distribution, and consumption of goods and services of the host country</p>	<ul style="list-style-type: none"> ▪ Knowledge of the laws and regulations governing banks and bank holding companies ▪ Experience controlling the supply and availability of money ▪ Extensive, applied knowledge of different theories on monetary policy, especially as they apply to developing countries ▪ Ability to influence economic activity in accordance with political objectives ▪ Advanced degree in International Economics or related field ▪ Experience working in post-conflict and dangerous environments
Environment	
<p>Environmental Engineer—Project Manager Responsible for designing, planning, and performing engineering duties that correct, control, remediate, or prevent environmental issues and health hazards, including wetlands restoration, waste treatment, deforestation remediation, and pollution control technology</p>	<ul style="list-style-type: none"> ▪ Skill in managing projects and interpreting and determining the significance of relationships, evaluating and recommending alternatives, conducting studies, determining potential impacts, and anticipating and resolving problems ▪ Knowledge of a broad range of environmental principles, regulations, policies, procedures, laws, and techniques to develop legal standards and other requirements ▪ Knowledge of a broad range of environmental principles, regulations, policies, procedures, laws, and techniques to ensure regulatory work complies with legal standards and other requirements and that such work is implemented in an environmentally sustainable manner ▪ Extensive knowledge of environmental issues common to developing countries and specific regions of the world ▪ Certified PMP ▪ Advanced degree in Environmental Engineering or environmental



Position Overview	Qualifications
Providing Essential (Non-Humanitarian) Services and Repairing/Rebuilding Critical Infrastructure	
	<ul style="list-style-type: none"> sciences or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Environmental Engineer Responsible for designing, planning, and performing engineering duties that correct, control, remediate, or prevent environmental issues and health hazards, including wetlands restoration, waste treatment, deforestation remediation, and pollution control technology	<ul style="list-style-type: none"> ▪ Experience in engineering design review, construction, and facility maintenance operation ▪ Experience in engineering principles, concepts, and practices to perform the full range of duties involved in developing, planning, site investigations, and designs ▪ Knowledge of a wide variety of environmentally related regulations and policies of the host country ▪ Extensive knowledge of environmental issues common to developing countries and specific regions of the world ▪ Advanced degree in Environmental Engineering or environmental sciences or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Health Services	
Public Health Expert Responsible for a broad set of issues affecting personal and environmental health, including developing a plan for Federal and state funding for health programs, programs and policies related to chronic and infectious diseases, and professional education in public health	<ul style="list-style-type: none"> ▪ Knowledge of organizational, operational, and programmatic concepts and practices applied by public, private, or non-profit agencies and organizations engaged in public health or other health-related activities ▪ Knowledge of the methods, processes, and techniques used to develop and deliver public health or health-related programs in state and local settings ▪ Extensive experience working with a specialized public health program ▪ Knowledge of and skill in the application of administrative or analytical methods and techniques necessary for working within the framework of a public health or related organization and carrying out specific program functions ▪ Knowledge of and experience with health issues common to developing nations ▪ Master's degree in Public Health or advanced degree in related medical field ▪ Experience working in post-conflict and dangerous environments
Hospital Administrator Responsible for overall management of health services centers. This position ensures that health services centers operate efficiently and provide adequate medical care to patients	<ul style="list-style-type: none"> ▪ Ability to recruit, hire, and sometimes train doctors, nurses, interns, and assistant administrators ▪ Extensive experience planning budgets and setting rates for health services ▪ Extensive knowledge of advances in medicine, computerized diagnostic and treatment equipment, data processing technology, health insurance relationships, and financing options ▪ Experience procuring and managing medical supply inventory for a large hospital or medical care facility ▪ Bachelor's degree in business or health care field ▪ Experience working in post-conflict and dangerous environments
Emergency Medical Services (EMS) Technician Responsible for immediate initial recognition, evaluation, care, and disposition of patients with acute illness and injury across a full range of cases and scenarios	<ul style="list-style-type: none"> ▪ EMS or other medical experience in fast-paced urban environments ▪ Experience with armed forces medical corps may be especially beneficial in dealing with high-pressure situations in which physical danger may still be present ▪ Current emergency medical technician (EMT) certification beyond EMT-B level issued by a U.S. state oversight agency ▪ Experience working in post-conflict and dangerous environments



Position Overview	Qualifications
Establishing/Reestablishing Operation of Government Institutions	
Municipal Management	
City Manager Responsible for the efficient and effective administration of all affairs of municipal governments	<ul style="list-style-type: none"> ▪ Experience serving as a city manager for a medium- to large-size city ▪ Ability to demonstrate results in municipal recovery settings ▪ Extensive knowledge of the range of theories and principles of city administration and demonstrated ability to selectively apply them based on situation ▪ Bachelor's degree in Public Administration or related field ▪ Experience working in post-conflict and dangerous environments
Ethics	
Public Administration Expert Responsible for developing institutions and restoring public confidence in government and for establishing and maintaining an identification regime including securing documents related to personal identification, property ownership, court records, voter registries, birth certificates, and driving licenses	<ul style="list-style-type: none"> ▪ Extensive background in public administration, preferably in a development environment, creating and strengthening institutions and public programs ▪ Experience with the requirements for conducting and/or monitoring elections in developing countries ▪ Experience with property rights laws and issues ▪ Extensive experience with anti-corruption agencies, such as Inspector General offices ▪ Applied knowledge of the requirements for building institutions designed to encourage government transparency ▪ Advanced degree in Public Administration or related field or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Budget and Finance	
Fiscal Policy Expert Responsible for the analysis, development, and execution of fiscal regulations, systems, programs, financial institutions, and budgets used to allocate government and aid program resources and estimate future requirements	<ul style="list-style-type: none"> ▪ Experience equivalent to that of a Chief Financial Officer in government or in the private sector ▪ Extensive knowledge and experience working with banking and monetary policy, particularly in service to developing countries (such as World Bank and International Monetary Fund experience) ▪ Experience with import/export issues, customs, tax law, securities, business ethics, and related issues ▪ Applied knowledge of budgeting principles and processes, with experience preparing and managing budgets for large corporations or government entities ▪ Senior-level knowledge of U.S. Government and international proposal processes ▪ Knowledge of the FAR and standard government contracting regulations ▪ Certified Public Accountant (CPA) ▪ Advanced degree in International Finance, Accounting, or related field or equivalent knowledge and experience ▪ Experience working in post-conflict and dangerous environments
Accountant Responsible for examining, analyzing, and interpreting accounting records for the purpose of giving advice or preparing statements. Install or advise on systems of recording costs or other financial and budgetary data	<ul style="list-style-type: none"> ▪ Successfully worked at the full-performance level in accounting, auditing, or a related field ▪ Demonstrated knowledge of General Accepted Accounting Principles (GAAP), Government Audit and Accounting (GAA), Public Company Accounting Oversight Board (PCAOB), and Securities and Exchange Commission (SEC) standards, regulatory accounting policy and reporting requirements, and bank accounting practices ▪ Ability to apply diversified accounting concepts, theories, and practices to unique and complex transactions



Position Overview	Qualifications
Establishing/Reestablishing Operation of Government Institutions	
	<ul style="list-style-type: none"> CPA Bachelor's degree in Accounting or related field Experience working in post-conflict and dangerous environments
Civil Service	
Human Resources (HR) Expert Responsible for assisting in creating or re-constituting the civil service and for planning, organizing, managing, and directing government HR operations including organizational development, recruitment and selection, classification and compensation, training and development, and benefits administration	<ul style="list-style-type: none"> Previous experience developing and establishing guidelines, policies, and standard operating procedures and evaluating and implementing policies in a foreign environment Ability to exercise authority in overseeing and effecting the full scope of personnel operations to include but not limited to personnel staffing/classification, employee retention, and terminations Extensive experience with USG HR practices, Office of Personnel Management (OPM) rules and regulations, and civil service specifications Experience with government HR or extensive knowledge of HR best practices outside of the United States preferred. Certified Senior Professional in Human Resources (SPHR) or Global Professional in Human Resources (GPHR) Experience working in post-conflict and dangerous environments
Legal and Regulatory Reform	
Judicial Legal and Regulatory Expert Responsible for the development and oversight of judicial system processes and implements processes changes according to changes in host country law	<ul style="list-style-type: none"> Extensive, demonstrated knowledge of international legislative rules and analysis Demonstrated knowledge of international statutory rules of construction Demonstrated knowledge of international administrative and general law, military law, employment and labor law, and contract and fiscal law Skill in legal research, including computerized and Internet databases Ability to craft innovative approaches to ambiguous areas of the law Ability to confer with local law officials International Law degree or Law degree with extensive concentration in international law Experience working in post-conflict and dangerous environments
Fiscal Legal and Regulatory Expert Responsible for creating a knowledge base and political consensus for rational fiscal policy through legal and regulatory means.	<ul style="list-style-type: none"> Extensive knowledge and experience working with banking and monetary policy, particularly in service to developing countries (such as World Bank and International Monetary Fund experience) Experience with, for example, import/export issues, customs, tax law, securities, and business ethics Senior-level knowledge of U.S. Government and international proposal processes Knowledge of the FAR and standard government contracting regulations CPA Advanced degree in International Law, Finance, Business, Economics, or related field or equivalent experience Experience working in post-conflict and dangerous environments
Financial Legal and Regulatory Expert Responsible for creating a knowledge base and political consensus for rational financial policy through legal and regulatory means.	<ul style="list-style-type: none"> Demonstrable applied knowledge of financial management theory, principles, and practices; corporate organization and operations; and business management practices as related to the analysis and utilization of financial resources. Experience evaluating, recommending improvements to, and/or developing regulations guiding financial policy governing private-sector activities Demonstrated knowledge of GAAP, GAA, PCAOB, and SEC standards,



Position Overview	Qualifications
Establishing/Reestablishing Operation of Government Institutions	
	<ul style="list-style-type: none"> regulatory accounting policy and reporting requirements, and bank accounting practices CPA Advanced degree in International Law, Finance, Business, Economics, or related field or equivalent experience Experience working in post-conflict and dangerous environments
Elections Law Expert Provides assistance to the host country in developing appropriate laws, procedures, and rules for election	<ul style="list-style-type: none"> Experience developing election law in developing countries Experience working with a foreign electoral commission in planning and executing elections Knowledge of sustainable election methods and mechanisms Advanced degree in Public Administration or related field or equivalent knowledge and experience Experience working in post-conflict and dangerous environments
Property Rights Expert Evaluate laws, draft new legislation, and establish processes related to property rights issues	<ul style="list-style-type: none"> Experience evaluating existing laws surrounding systems supporting land rights and property registration Knowledge of theories and methods to support private ownership and economic growth Ability to lead or participate in development of mechanisms for dealing with long-term disputes relating to property ownership Law degree with a concentration in property rights issues or equivalent experience with property rights, with strong knowledge of related international issues Experience working in post-conflict and dangerous environments
Preparing Local Leaders to Operate in a Democratic Market System	
Leadership Development	
Leadership and Governance Expert Responsible for mentoring local and national government leaders, corporate executives and managers, and leadership candidates to help develop management skills and prepare them to effectively operate in the new political economy	<ul style="list-style-type: none"> Extensive experience in change management and executive coaching. Knowledge of the principles of corporate governance and effective leadership, with the demonstrated ability to train others in these areas Ability to identify leadership and management deficiencies and develop programs to address them Extensive experience with leadership development and succession programs designed to groom future managers, executives, and government leaders Advanced degree in a Social Sciences field Experience working in post-conflict and dangerous environments
Initiating a Political Transition Process	
Constitutional Reform	
Constitutional Reform Expert Responsible for assisting in developing the constitution of the host country	<ul style="list-style-type: none"> Solid background in international law, in addition to experience serving in U.S. judicial system. Experience with international negotiations and agreements International Law degree or Law degree with a concentration in international law or equivalent knowledge and experience Experience working in post-conflict and dangerous environments
Democratic Elections	
Democracy Development Expert—Representation Responsible for the development,	<ul style="list-style-type: none"> Experience representing citizens and creating policy in accordance with ethical statutes and citizen needs Experience enhancing social stability through representing citizens with



Position Overview	Qualifications
Establishing/Reestablishing Operation of Government Institutions	
establishment, and implementation of representation regulations and for fostering the development of political parties and new representatives	<ul style="list-style-type: none"> political legitimacy Advanced degree in International Relations, Political Science, or related field Experience working in post-conflict and dangerous environments
Democracy Development Expert—Lawmaking Responsible for the development, establishment, and implementation of rules, regulations, and processes leading to a democratic nation	<ul style="list-style-type: none"> Experience creating laws and assuring that laws and programs are carried out legally, effectively, and according to legislative intent Ability to create laws that contribute to the strengthened legitimacy of the legislative body of government Advanced degree in International Relations, Political Science, or related field Experience working in post-conflict and dangerous environments.
Democracy Development Expert—Oversight Responsible for the development, establishment, and implementation of oversight functions and processes enabling accountability within the democratic state	<ul style="list-style-type: none"> Experience ensuring that waste and corruption of new laws do not enter the democracy development process Knowledge of SEC standards and procedures Advanced degree in International Relations, Political Science, or related field Experience working in post-conflict and dangerous environments
Election Administration Specialist Responsible for assisting the host country in executing proper elections in accordance with country laws, coordinating security of candidates and ballot box, and promulgating rules of election	<ul style="list-style-type: none"> Experience providing logistical support for elections (such as ballot boxes and voting stations) Experience working with a foreign electoral commission in planning and executing elections Knowledge of sustainable election methods and mechanisms Experience working in post-conflict and dangerous environments
Conflict Mediation	
Conflict Mediation Specialist Act as a neutral third-party facilitator to help citizens discuss difficult issues and negotiate an agreement. Basic steps in the process include gathering information, framing the issues, developing options, negotiating, and formalizing agreements. The parties in mediation should create their own solutions, and the mediator does not have any decision-making power over the outcome	<ul style="list-style-type: none"> Extensive experience facilitating discussions and negotiating agreements in a multi-cultural, international environment Extensive knowledge of literary works and experiences contributing to inter-cultural awareness within the United States and internationally Experience as an arbitrator Membership in the American Arbitration Association or similar entity is desirable for certain functions Training and experience in cross-cultural communication Solid background in international law; degree in International Relations with a conflict resolution focus helpful Experience working in post-conflict and dangerous environments

4.5.3 Roster Distribution and Sizing Considerations

The S/CRS goal is to establish a roster of 3,000 reservists by Fiscal Year 2009. S/CRS provided BearingPoint with a basic initial breakdown of how it envisions the phase-in of those 3,000 personnel by sector, and this was used as a starting point for analyzing different roster distribution options. This basic build-up includes:

- Initial focus on *Security and Rule of Law* personnel in Fiscal Year 2007



- Continued hiring of reservists in *Security and Rule of Law* fields in Fiscal Year 2008, along with the addition of a first wave of personnel specialization in *Providing Basic (Non-humanitarian) Services and Repairing/Rebuilding Critical Infrastructure*
- Continuation of build-up of the first two focus areas and new efforts to add personnel in the Establishing/Re-establishing Operation of Government Institutions, Preparing Local Leaders to Operate in a Democratic Market System, and Initiating a Political Transition Process fields

Based on our conversations with experts from various organizations, participation in S/CRS sub-PCC meetings, review of industry literature, and related sources, BearingPoint finds a solid rationale for constructing the roster through these phases. First, since post-conflict security issues are at the forefront of political dialogue in U.S. and international R&S circles, the initial focus on building up Security and Rule of Law capabilities is warranted. Additionally, since these personnel—in particular, those in policing and corrections fields—are likely to be among the most complex to train and equip, the length of time between hire date and the point at which they are fully prepared to deploy would be relatively longer than other fields, lending further credence to giving those with Security expertise first priority when considering the order of roster construction.

With respect to the subsequent phases (Fiscal Years 2008 and 2009), a focus on specific sectoral groups—as opposed to a blanket build-up across all remaining areas—will be most advantageous to USG from a future standpoint, because a critical mass within each sector will be necessary in any field for in-country operations to be successful. Based on a review of current and recent past interventions by the United States and the international community, and balanced against the opinions of industry experts, the ability to restore basic services is a relatively greater priority in terms of Civilian Reserve functional coverage than the other areas, as it is immediately complementary to establishing security and returning a society to some regularity in its way of life. This also moves S/CRS toward the ability to support a key USG policy goal, transitioning performance of these functions from the military to civilian groups.

The above discussion is based on current political conditions and policy directions within USG and the international community, as well as recent experiences in the types of situations to which the CR would be applied. The resulting roster build-up prioritization should be considered subject to change should there be a shift in these factors. In addition, it should be noted that the priorities that are associated with roster construction are not accompanied by any suggestions about skill area priorities in actual deployment; that is, no value judgments are made as to whether a Judge is more important to a particular situation than is a Conflict Mediation Specialist. The specifics of each scenario will dictate the precise job mix and the order in which these jobs are required. This discussion is limited to a rationale for priorities in establishing the roster, assuming that not all functions can be acquired simultaneously.

Given the overall S/CRS goal of 3,000 reservists, the associated annual numerical estimates for building the roster, and the prioritization suggested and verified above, the distribution of specific positions required for each year will need to be determined. Drawing from USIP data, information from sub-PCC meetings, interviews with experts and benchmark organizations, and BearingPoint field organizational structure recommendations (see section 5), the following guidelines can be used to determine how many reservists should be hired in each position during the first three years of the CR program:

- In general, in order to assure complete deployment capability over a four-year contract term, at least four people need to be available in each position at any given time.
- Constabulary Police units should be able to deploy in units of between 110 to 135 members, reporting to Unit Leaders who are ultimately responsible to a Constabulary Police Chief.



- The size of the Civilian Police force should be approximately 2.25 times greater than the total Constabulary Police capacity.
- Each Judge requires one Legal Officer, one Chambers Clerk, and 0.5 Court Reporters (or one Court Reporter for every two Judges).
- Each Prosecutor requires one Legal Officer, 0.5 Court Reporters, and 0.5 Legal Aides.
- Approximately 30% fewer Public Defenders are estimated to be required than Prosecutors, each supported by one Legal Officer.
- Engineer Project Manager team sizes will vary widely depending on work requirements and the associated functional composition. Some Project Managers will manage contractor teams, while others may be required to manage teams of reservists performing the associated tasks. There is little in the way of documented methodology for calculating manager-to-staff ratios from existing data. Some experts advised that, on average, the roster would need to contain at least two Engineers for each Engineer Project Manager to achieve minimum effectiveness.
- EMS Technicians in the United States exist in teams as small as two members, and estimates were derived from available information calling for no less than 10 to 20 such units in prime hours for minimal coverage with a population roughly equivalent to that of a large U.S. county or small state.
- Public health services were identified to be a potentially major issue in post-conflict situations, reflected in advice to emphasize coverage in this area when constructing the roster.
- The 200 people allotted by S/CRS estimates in Fiscal Year 2009 for Establishing/Re-establishing Operation of Government Institutions, Preparing Local Leaders to Operate in a Democratic Market System, and Initiating a Political Transition Process fields will provide minimal initial coverage. Available information suggested an early emphasis on city administration, fiscal policy, and political transition to support development of democratic institutions, requiring that legal and regulatory reform, civil service, and ethics receive relatively greater focus after Fiscal Year 2009.

BearingPoint received additional guidelines from various expert sources, and we analyzed their suitability for inclusion into roster distribution recommendations. For example, guidelines on the ratio of Police to Rule of Law personnel varied widely from source to source (including within definitions of the content of each field), with no standard consensus. This underscores the previously stated assertion that application of reservist personnel will vary depending upon the specifications of a particular situation, and the roster must contain adequate levels of staffing in these areas to permit flexibility in response.

Beyond the 3,000 “technical” reservists (those with specialties in a particular R&S field), allowances also need to be made for acquiring and training program leadership, infrastructure, and administrative support components. These individuals must be added throughout Fiscal Years 2007, 2008, and 2009 in addition to the initial 3,000-person estimate. In-country CR units will generally require a one-to-one ratio of Program Managers to support staff, with a higher number of Administrative Support Specialists necessary because these individuals augment subject matter experts and other personnel in addition to team infrastructure. It is difficult to determine how many teams will be deployed in any given situation. Assuming coverage in two countries conservatively estimated to require an average of five teams annually over four years, capabilities for at least 40 support components must be integrated into the roster.

It is reasonable to assume that these individuals can be phased in with the heaviest need in Fiscal Years 2008 and 2009, when the bulk of the CR technical components are added to roster content, although some initial capability should be created. The Administrative Support Specialist function is not required for Security and Rule of Law specialties, since they have their own resident support at this level; technical disciplines will not need this type of assistance either, and other subject matter experts may already have



pecially skilled support. For the remaining personnel, BearingPoint estimates that 60 Administrative Support Specialists will be needed on the roster by Fiscal Year 2008, with an additional 128 individuals added by Fiscal Year 2009. When combined with team infrastructure, this results in an additional 548 reservists beyond the originally envisioned 3,000-person, 3-year requirement.

As the roster is developed over time, S/CRS will need to closely track deployment refusal rates so that they can be accounted for in the total size of the workforce (see section 4.4.4). Rates of refusal are likely to differ at least to a degree by job function and labor pool and may be affected by external conditions; these are difficult to predict prior to model execution. As the CR Headquarters monitors deferments, it will need to use a combination of strategies to combat them, as discussed elsewhere in this section. At the same time, there will always be some pre-deployment attrition, and this will need to be reflected in future roster size calculations by increasing the number of available personnel commensurate with S/CRS experiences in each job function. This will help to ensure that the roster size and composition is capable of meeting USG requirements.

Lastly, based on our interviews, literature reviews, and examination of the environment, it is clear that a roster of 3,000 reservists is a fraction of what will ultimately be needed to fulfill the program's mission. How large the program ultimately grows will depend upon the evolution of other USG capabilities, availability of funds, external conditions, and program success. The initial roster size should be large enough to provide a reasonable "proof of concept" to demonstrate the program's viability, but decisions will need to be made regarding out-year growth of the Reserve beyond the original estimate.

☑ Recommendation: *The S/CRS roster distribution for the initial 3,000 functional personnel should closely model the one shown in table 4.4.* Based on the estimates above, we also recommend a program management and team infrastructure contingent of about 15% of the total roster size, which would expand the total number of personnel to approximately 3,500. However, this should not be the final size that the CR should be anticipating. Total size and distribution goals need to take into consideration a number of factors, including:

- The global environment and anticipated future R&S events
- Lessons learned in the types of functions that are most crucial to R&S
- Past experiences with USG and other entities' responses examining performance and degree of mission fulfillment in the context of resourcing
- Changes within USG and the greater international affairs community that expand or contract supply and administration of capabilities otherwise provided by the CR

Roster size and composition should not be considered static. HR management within the CR Headquarters, S/CRS, other USG agencies, and other members of the greater community should instead examine roster elements regularly through strategic workforce planning to determine required skills, sizing, distribution, and subsequent roster management requirements based on evaluation of factors affecting R&S response. In addition, it will likely take at least a year before people placed on the roster are actually able to deploy in the initial phases of CR startup, based on administrative, logistical, and training considerations. S/CRS should not consider FY2007 hires deployable until FY2008, for example; preparatory time may decrease as the program matures.

Table 4-4 provides the recommended allocation of the initial 3,000 Civilian Reservists (and the additional program management and infrastructure personnel).



Table 4-4. Recommended Allocation of the Initial 3,000 Civilian Reservists

Position Title	FY2007	FY2008	FY2009	Total
Program Manager	5	25	10	40
Communications Specialist	5	25	10	40
IT Specialist	5	25	10	40
Telecommunications Specialist	5	25	10	40
Logistics Specialist	5	25	10	40
Medical Officer	5	25	10	40
Contracts Officer	5	25	10	40
Grants Management Officer	5	25	10	40
GIS Specialist	5	25	10	40
Administrative Support Specialist		60	128	188
Constabulary Police—Commander	4	4	4	12
Constabulary Police—Unit Leader	5	10	10	25
Constabulary Police—Officer	150	100	225	475
Civilian Police—Commander	5	5	5	15
Civilian Police—Unit Leader	20	25	30	75
Civilian Police—Patrol Officer	320	275	405	1,000
Civilian Police—Criminal Investigator	60	45	95	200
Civilian Police—Trainer	40	40	75	155
Judge	4	8	20	32
Attorney—Prosecutor	4	6	15	25
Attorney—Public Defender	2	4	10	16
Court Staff—Legal Aide	2	4	10	16
Court Staff—Court Administrator	1	3	6	10
Court Staff—Legal Officer	10	20	50	80
Court Staff—Court Recorder	4	8	20	32
Court Staff—Chambers Clerk	4	8	20	32
Prison Warden	4	8		12
Corrections Officer	16	32		48
Civic Planner		4	8	12
SME Development Expert		4	8	12
Electrical Engineer—Project Manager		4	8	12
Electrical Engineer		8	16	24
Water and Sanitation Engineer—Project Manager		4	8	12
Water and Sanitation Engineer		8	16	24
Oil and Gas Engineer—Project Manager		4	8	12
Oil and Gas Engineer		8	16	24
Telecommunications Engineer—Project Manager		4	8	12
Telecommunications Engineer		8	16	24
Architect		4	8	12
Construction—Project Manager		4	8	12
Civil Engineer—Project Manager		4	8	12
Civil Engineer		8	16	24
Banking Systems Expert		4	8	12
Monetary Policy Expert		4	8	12
Environmental Engineer—Project Manager		4	8	12
Environmental Engineer		8	16	24



Position Title	FY2007	FY2008	FY2009	Total
Public Health Expert		4	8	12
Hospital Administrator		8	16	24
Emergency Medical Services Technician		100	100	200
City Manager			24	24
Public Administration Expert			8	8
Fiscal Policy Expert			16	16
Accountant			16	16
HR Expert			8	8
Judicial Legal and Regulatory Expert			8	8
Fiscal Legal and Regulatory Expert			8	8
Financial Legal and Regulatory Expert			8	8
Elections Law Expert			8	8
Property Rights Expert			8	8
Leadership and Governance Expert			8	8
Constitutional Reform Expert			16	16
Democracy Development Expert—Representation			16	16
Democracy Development Expert—Lawmaking			16	16
Democracy Development Expert—Oversight			16	16
Elections Administration Specialist			16	16
Conflict Mediation Specialist			16	16
Total Civilian Reservist Personnel by Fiscal Year	700	1,098	1,750	3,548

4.6 Attracting Civilian Reservists

S/CRS will require highly qualified people across the range of jobs to successfully perform the necessary functions. How it generates interest in the program, attracts potential candidates, selects and hires the appropriate people, and compensates them will be crucial if the CR program is to operate as intended. Identifying the right types of people and locating the best places to find them; developing strategies to reach them; and establishing the appropriate mix of compensation, benefits, and incentives to hire them are key components to attraction. Of equal importance, if not more, is vetting applications and selecting the best candidates to fill CR roster spots.

4.6.1 Potential Resource Pools and Sourcing Analysis

BearingPoint's interviews and focus groups helped to identify the following nine potential resource pools that could provide qualified candidates for the slate of positions included in the roster, each with its own positive and negative aspects regarding what they can offer the CR program.

- **Current USG employees.** USG staff members are arguably the easiest to acquire and deploy from a logistical perspective, since Memoranda of Understanding (MOUs) can be created with presidential policy backing, and re-employment rights are effectively guaranteed and may be appropriate even if work is *not* inherently governmental if it fits their personal skill profiles and interests. However, additional complexities may arise with transferring them to the Civilian Reservist personnel system, and use of USG employees often has significant negative impacts on the donor organization, as well.
- **State and local government employees.** This labor pool offers great coverage and is a potentially significant contributor to a number of skill areas. It is likely to be the single largest source of police personnel because the best qualifications are found there; justice capabilities and city planning and management skills are substantial, as well. The downside is that many state and local governments



face budget crises, and departments—particularly police forces—already have staff and funding shortages that will reduce their willingness to cooperate.

- **Applicants who have recently applied to other DoS positions that call for deployment.** Those in this category have already expressed interest in joining DoS in some capacity, and programs could be designed to promote Reserve signup by offering post-deployment permanent applicant preferences. In addition, because these individuals want to work in the DoS community, they may come with an extra degree of reliability and/or consistency in deploying when requested. However, this may put S/CRS in the position of competing with the rest of DoS for resources, and there also is no guarantee that applicant skills will match requirements.
- **Private-sector employees.** The private sector offers great coverage for the range of skills required, and it is a potentially major source of labor. Transition employees—those who have recently left USG (DoS, DoD, USAID, etc.) for the private sector—may be worth a particular focus to tap into continued passion for the mission. The two biggest issues with the private sector are encouraging employers to allow their people to participate in the Reserve or acquiring re-employment rights through legislative action, which may be difficult and time consuming, and competing with private-sector salaries and benefits packages.
- **Nonprofit/international development NGO employees.** This labor pool can provide S/CRS with access to a number of skill areas that are unique to organizations working in the international community. In some of these, such as democratic development or developing country economics, nonprofits and NGOs are often one of the few entities that have people who have done the work before. Attempts to use reservists from nonprofits may run into similar problems with re-employment as in the private sector; and with operating budgets and organization sizes, it may be even more complicated.
- **Recent retirees.** Retired personnel can come from anywhere and bring a wealth of knowledge and experience, along with an availability that is essentially unmatched by other labor pools. Retirees will likely be a valuable source of labor, but there are potential issues as well. For example, the regulatory constraints on continuing to provide retirement pay when they return to work (“double dipping”) may be difficult to overcome (see section 4.9, “Legal and Regulatory Analysis”). Retirees may also be physically unable to do certain types of work at the level required, which will lessen their impact on the list of available candidates.
- **Former military personnel.** These individuals offer specialized experience in some key skill areas, particularly police, engineering, and leadership development. They are also used to being deployed internationally and may find it easier to adjust. However, former military personnel may also find it difficult to work within the civilian construct, which may bring motivation and performance implications.
- **Graduate students.** Students taking courses and interested in pursuing foreign affairs careers offer a ready-made labor pool for some of the more junior positions, particularly the infrastructure and administrative support functions. By offering the possibility of using the Reserve as a way to get into DoS or other USG agencies, student participation could be substantial. At the same time, it should be recognized that their experience and utility is limited to lower level positions, and there is likely to be competition for these individuals as well.
- **Professionals in academia.** Academics can bring a unique kind of expertise that other pools cannot, providing a full breadth of understanding of different theories and principles that can be selectively applied based on the situation. In many cases, academics will be highly valuable in program design and consultation. Academics, however, may bring an agenda; at the same time, they often do not have managerial experience and may not be able to lead teams on the implementation side.



Table 4-5 identifies which candidate pools the primary skill areas are most likely to draw from. The table is color coded: **GOLD** indicates the potential to be a major contributor, **SILVER** indicates a possible secondary contributor, and **BRONZE** denotes pools that will probably be only minor candidate sources. Blank boxes indicate that the pool is not likely to offer any notable contribution to the skill area.

Table 4-5. Potential Resource Pool Contributions to Skill Areas

Skill Area	USG Employees	State and Local Gov't	DoS Applicants	Private Sector	Nonprofit/NGOs	Recently Retired	Former Military	Graduate Students	Academics	Analysis
Program Management										Program management will be most successful drawing from senior-level officials in USG, state and local governments, the private sector, nonprofits, and recently retired executives. Former military personnel retired at the higher officer ranks may also offer a qualified labor source.
Team Infrastructure										Some positions offer appropriate opportunities for graduate students; military personnel may be best suited to IT, communications, and logistics; all functions could come from the private sector.
Constabulary Police										These individuals are most likely to come from state and city police departments and the military; skills are also found in Federal agencies such as the Federal Bureau of Investigating (FBI) and the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF). Employees of private-sector security firms are applicable, but may not be easy to attract.
Civilian Police										Similar labor pool to Constabulary Police but requiring a different skill set; this offers more opportunities for recent police force retirees. It is a labor pool with strong potential in terms of participation but may be restricted in performance potential.
Justice System										International law experience most likely to be found in the private sector and in nonprofits; recent retirees are also a good source. State and local government will contribute prosecutorial and defense staff and court personnel. USG and academia can provide knowledge of international issues and laws.
Corrections										State and local governments and former military personnel are the most relevant labor pools; Federal prison personnel and recent retirees in the field may also provide an input, both at the warden level and as corrections officers, depending on experience and goals.
Social Services										Most likely to rely on nonprofits, academia, and state and local governments for civic-planning-type issues, employment-generation programs, and similar entities. Private sector and the recently retired with relevant skills are also possible contributors.
Utilities										Engineers found in public works and private-sector



Skill Area	USG Employees	State and Local Gov't	DoS Applicants	Private Sector	Nonprofit/NGOs	Recently Retired	Former Military	Graduate Students	Academics	Analysis
										companies; former United States Army Corps of Engineers (USACE) personnel are also a substantial potential pool. Technical expertise is also available in academia, but may be less applicable.
Building Construction										Similar draw as Utilities, but skill sets are slightly less likely to be found inside state and local government.
Transportation										Similar labor pool to Utilities; draws from a population of engineers found predominantly in state and local governments and within the private sector.
Commerce										Banking skills primarily found in private and nonprofit sectors; monetary policy may come from Federal Government, nonprofits, private sector, and academia.
Environment										The strongest draw for environmental services would likely be the private sector; Federal, state, and local environmental agencies would also have potential contributions. Academia is likely to be limited to serving technical consultation requirements, but may provide resources.
Municipal Management										Most likely to come from state and local governments, but management theory and experience may also be available in academia.
Ethics										Inspectors General are an ideal labor pool for this area; corporate oversight and financial control professionals also have potential.
Budget and Finance										Treasury departments and private-sector CFO and accounting functions offer a significant potential source of labor; academics in finance and accounting also important.
Civil Service										USG HR employees have specific knowledge of Office of Personnel Management (OPM) policies and other information but may lack the skill levels required, as may state and local employees. Private-sector HR generally offers less direct experience operating in civil service, but may bring consultative experience and a critical business perspective.
Legal/Regulatory Reform										Legal elements can be found generally in the same sectors as the justice system, but may require a different focus or greater expertise.
Leadership Development										Skill set is most likely found in the private sector in firms specializing in this area; retired C-level executives and former military personnel with leadership experience also offer a potential qualified labor source.
Constitutional Reform										USG, nonprofit employees, and academics are most likely to offer the direct knowledge and experience required in this area.



Skill Area	USG Employees	State and Local Gov't	DoS Applicants	Private Sector	Nonprofit/NGOs	Recently Retired	Former Military	Graduate Students	Academics	Analysis
Democratic Elections										USG, nonprofit employees, and academics are most likely to offer the direct knowledge and experience required in this area.
Conflict Mediation										USG, nonprofit employees, and academics are likely to provide a strong labor pool, and private-sector arbiters and mediators are also open for consideration. Academia offers theoretical concepts and applied knowledge as well.

☑ Recommendation: BearingPoint believes that *S/CRS should prioritize resource pools to target those that offer the most potential for each skill area*. Focusing on specific groups of people will allow the organization to pursue a prioritized, differentiated sourcing strategy and will enable S/CRS to maximize its investments through customized marketing and efficient recruiting.

4.6.2 Marketing and Recruiting

Identifying sources provides a framework from which candidate attraction programs can be constructed. One of the key challenges is determining how best to reach the identified resource pools and, once they are engaged, how to interest them in the program. Marketing the program and recruiting participants are so closely linked in this regard that there is little difference in their definitions. Together, they are focused on “How does S/CRS capture the attention of potential Civilian Reservists?” and “What does it say when it captures that attention?”

S/CRS will face a number of challenges in attracting potential Civilian Reservists to the program, some of which apply universally and others that manifest themselves in certain labor pools. Initially, one of the biggest obstacles the program will have to overcome is the fact that it is new—it has no history and no brand recognition standing on its own. In discussions with people across DoS HR, including at the highest levels, this issue was continually raised, and a common suggestion was to closely tie early marketing messages to DoS executives or to the Foreign Service (FS) to attach a well-known, highly regarded “tag” to the program. It was widely agreed that the DoS label would provide the CR with the credibility required to generate initial interest, creating an environment in which potential candidates think seriously about the range of opportunities that joining the program could offer them.

The secondary challenge follows the generation of the initial buzz around the CR—creating messages that speak directly to the most desirable candidates and finding opportunities to push those messages to the right recipients. Generally speaking, potential participants in any program want to know what the incentives are for them to join, whether the primary drivers are emotional, professional, monetary, or some other element that influences a particular individual. Different incentives will speak to different people, but commonalities can often be identified in labor pools and in demographics that allow for the creation of focused communications that tell candidates what they need to hear. Research shows that marketing is most effective when differentiated around the interests of specifically defined groupings, and this will be a necessity for S/CRS. The incentives discussion in section 4.6.5, “Incentives for Employers to Release Reservists”, provides insight into which particular incentives will be most effective when marketed to different groups.



The recruiting aspect enters the picture in determining the best methods to use to communicate with the pools identified in the sourcing strategy. A number of different recruiting strategies might be applied for the CR program, as summarized in table 4-6.

Table 4-6. Potential Recruiting Methods to Reach Civilian Reserve Candidate Audiences

Method	Description	Applicability	Analysis
Precise, Candid Job Announcements	Announcements that accurately characterize the job title and clearly identify responsibilities, qualifications, Reserve program specifications, compensation, benefits, and incentives. Made available through a variety of mechanisms depending upon media strategies employed, such as job boards or news outlets.	All skill areas.	Individuals who respond to clear announcements are more likely to have appropriate qualifications, be legitimately interested, and have an accurate understanding of what they may be signing on for. Must be used in conjunction with tools that can push the announcements out to the right pools; however, will only be as effective as the accuracy and accessibility of where they are placed.
Television and Radio Commercials	Advertising the program through television and radio.	All skill areas; can be targeted further if times and events can be linked to certain pools or demographics.	Introduces the program to the public and may generate interest in learning more. However, ads are difficult to target and cannot provide detailed information on the types of jobs, responsibilities, and conditions—only the rewards—and may attract unqualified or unreliable people. May be costly. Overall, probably a reasonable option for initial marketing, but not much of a viable strategy once a brand is established.
Print Advertisements	Advertising the program in news publications and other print media.	All skill areas; can be targeted further if listed in specialized publications.	Similar to television and radio commercials in introducing the program to the public. Can be more selectively targeted, and offers the opportunity to provide a greater level of information than do television and radio. However, ads do not have significant lasting power (they appear once) and may be excessively costly, depending on the publication, type of ad, and frequency with which it is run.
Web-based Advertisements	Advertising messages on web sites; can be a stand-alone or a banner on pre-determined pages that links back to more detailed program information.	All skill areas, with ability to customize based on specific placement.	Potential method for linking precise, candid job announcements. By placing advertisements on skill-specific sites (such as trade magazines and trade associations), offers potential direct access to target resource pools. Connects to candid job announcements to provide adequate detail to filter out inappropriate qualifications and those who do not clearly understand the requirements. May be combined with print media (e.g., trade magazines). Has potential to be a powerful tool.
Online Recruitment Tools	Job announcements are made available online on a specific web site, such as USA Jobs and other job	All skill areas.	Allows interested parties to examine descriptions and program specifications, understand core characteristics and, in some cases, even provide a mechanism to self-



Method	Description	Applicability	Analysis
	boards. Candidates have the ability to apply online.		evaluate "fit" (for example, FS). Flexibility to apply online reduces burden on candidate and raises professional image of the program. Method still requires that candidates are aware of the program, however; must be combined with or follow targeted advertising.
Recruitment Teams and Onsite Interviews	Recruiters obtain space on premises and conduct informational sessions and onsite initial assessments.	All skill areas. Can be targeted based on location; has the ability to reach USG employees directly.	Effective for many organizations, particularly the military; could be useful for university populations (students and academia) as well as association meetings, conferences, and other events. Allows "face time" with target resource pools and provides the opportunity to ask/answer questions, as well as an immediate evaluation of whether the program is right for the individual. Recruiter training and travel may be costly, however, and effectiveness should be closely monitored.
Reverse Recruiting	Searching applications already submitted for DoS jobs.	Certain skill areas that map to DoS deployable jobs.	Provides ready access to potential candidates who are already interested in DoS, with the potential for large numbers of people. However, there is no control over what skill sets are available, and individuals may still need to be sold on the benefits of joining the CR. Reverse recruiting is applicable but cannot be relied on as the sole or pre-eminent method of recruiting.
Professional and Academic Forum Presentations	Discussions at professional and academic conferences and seminars to introduce the rationale behind the program, the specifications, requirements, and the benefits to participants.	Skill areas targeted by forum.	Provides professional credibility to the program by associating it with well-respected institutions. Offers the ability to reach specific audiences in a learning setting with the opportunity for questions and answers. Given the S/CRS position at DoS and the Department's relationships with local area institutions, obtaining permission to participate should not be a problem. There is little downside and tremendous potential for this method.
Referral Programs	Providing bonuses to current reservists for referring new people who are selected, join, and are deployed by the Reserve.	All skill areas.	Proven to be a highly effective method used by many top corporations as a primary source of new hires. Candidates gain inside knowledge from someone who is already a member, increasing the chances that the person is legitimately interested and appropriately qualified.
Associations Outreach	Agreements with professional associations to help market the program, recruit potential participants, and even do initial screenings.	All skill areas, with ability to target at specific needs areas.	Connection with associations can provide instant credibility with members and an open forum for access to significant candidate pools. Sometimes, arrangements can be made to "outsource" to the association so that it markets the program, receives and vets initial applications, and pushes viable candidates to the hiring authority. This reduces the cost and level of effort



Method	Description	Applicability	Analysis
			associated with recruiting and may also raise the quality of initial assessment because it is done by subject matter experts. May be difficult to get associations to attach themselves to an unproven program, however.
University Partnerships	Establishes partnerships with university graduate programs to provide "interns" as participants to the program; they may receive credits from the institution for their participation.	Entry-level team infrastructure.	Relationship can provide S/CRS with a steady, reliable supply of entry-level support personnel. Control over quality of applicants may be more limited, however, and it may be more difficult to retain these types of employees in the long run if they are using it as a stepping stone toward other opportunities. Nevertheless, it does provide a mutually beneficial option for the student and the CR.

☑ Recommendation: After analyzing marketing and recruiting requirements and alternatives for the CR program, BearingPoint recommends that S/CRS pursue the following strategies (these will be further expanded in the accompanying *Recruiting Strategy*, contained in Appendix F):

- **Execute a marketing program to build a CR brand that attaches to the status associated with DoS overseas service.** This should be an immediate priority for S/CRS after the CR concept is approved. The program should leverage the image of DoS as the USG face of diplomacy to associate membership directly, with the idea of representing USG's national interests abroad. The program should also be marketed to highlight its selectiveness and exclusivity, which should be reflected in its application, assessment, and admission processes (as described in section 4.6.3, "Evaluating Candidates").
- **Select recruiting methods that can target specific resource pools and orient messages to appeal to those groups.** Several recruiting methods from table 4.6 stand out as having the greatest potential to be customized to specific skill sets and able to provide the right types and levels of information to help filter out candidates who should not be seriously considered or may not be reliable should they be hired. These mechanisms offer the ability to speak directly to the groups S/CRS wants to reach, and the CR headquarters should take advantage of the incentives data in section 4.6.5 in developing specific hooks to interest candidates. Key strategies include:
 - **Web-based advertisements.** These should be focused specifically on web sites frequented by target resource pools: professional and industry web sites, specialized news sources, and other alternatives based on who the target is. They should link to more detailed information about the program and available opportunities.
 - **Professional and academic forum presentations.** DoS has relationships with influential institutions and should leverage them to both publicize the program and attract candidates. The Georgetown School of Foreign Service offers one such opportunity, for example, and there is no shortage of other opportunities for professional and academic forum participation.
 - **Associations outreach.** Almost all of the resource pools have one or more associations that represent practitioners, and this provides a convenient entry into a fairly captive audience. Recruiting plans should identify these associations and attempt to partner with them, pushing the burden of marketing the program and finding candidates to the maximum extent possible.



- **University partnerships.** Although the impact on the overall roster is minimal, using these relationships to access the entry-level, graduate-student labor market, particularly those interested in foreign service and international affairs, will provide reliable resources and may even help individuals advance to more skilled reservist positions.
- **Supplement targeted strategies with universal recruiting tenets and tools.** The methods described in this section will be infinitely more effective if augmented by three foundational concepts:
 - **Precise, candid job announcements.** All of the strategies listed in this section, in fact, any method of recruiting, will be made stronger by clearly describing the program, stating clear responsibilities and qualifications, and identifying compensation and benefits. Each of the targeted strategies will allow potential candidates to learn about the program, with an opportunity to link to the detailed announcements to understand what performing the job tasks and participating in the Reserve would really mean to them.
 - **Online recruiting tools.** Once interest is generated and a job announcement reviewed, S/CRS should provide an easy outlet for an individual to respond to a posting to indicate interest (sites such as USA Jobs can provide both the job posting and response mechanism). This would serve as one of the first “in-processing” milestones regardless of how the assessment process continued thereafter and would provide the candidate with his or her first official connection with the program. These tools could then be used by S/CRS for initial screening, if desired.
 - **Referral bonuses.** Creating a program that provides bonuses to reservists should also be considered if additional sources of candidates are found to be necessary. One of the best ways to penetrate the international affairs community (a prime source of candidates) will be through its members, and incentives may be provided to encourage reservists to educate their colleagues on the content and value of the program. As with all methods, when to apply this method, and its effectiveness once applied, should be continually monitored.

4.6.3 Evaluating Candidates

The candidate evaluation process is the stage at which prospective participants have been successfully attracted and have decided to submit their qualifications for consideration by S/CRS. Most organizations used a multi-phase process to evaluate applicants, as shown in figure 4.1.

Figure 4-1. Typical Candidate Evaluation Process



While the basic process looks similar from organization to organization, the commonalities often end in the details. Even within the same agency, practices vary widely. Some organizations pre-screen by using a keyword search tool for collected resumes; others require a single, standard application. (The Iraq Reconstruction Management Organization (IRMO) essentially used a basic government packet). Some organizations require detailed tests that must be passed in the initial assessment phase before a candidate can move on to the second assessment. (The FS, for example, uses the Foreign Service Exam as a first round disqualifier.) The decision to choose a particular approach usually comes down to at least three factors: (1) the complexity of the required knowledge, skills, and attributes (KSAs), (2) the importance of those KSAs as indicators of job performance, and (3) the urgency of the hiring requirement.



BearingPoint specifically asked interview respondents about “universal qualifiers” or tangible requirements and personal attributes that an individual would need to have to be successful in the program. We also reviewed information on programs such as the FS that routinely deploy people overseas. In part, the idea was to determine if we could pinpoint certain characteristics that, if identified, would allow S/CRS to decline applicants in the first stage so as not to incur subsequent costs. If that was not possible, mechanisms would need to be developed for the second stage to screen for these elements. The results, which define requirements and KSAs that every reservist needs to have *in addition to the minimum technical job skills* described in section 4.5.2, “Job Breakdown and Qualifications”, are summarized in table 4.7 (note that we do not at this point consider basic language skills a common requirement, though certain languages are desirable and may make an individual more valuable to the program; its inclusion as a requirement should be periodically reconsidered by CR headquarters as needs warrant).

Table 4-7. Universal Qualifiers for Consideration for the CR Program

Requirement	Description
U.S. Citizenship	All reservists should be U.S. citizens because they will be serving as official field representatives of USG. The rationale is that non-citizens may hold connections to other countries that would prevent them from acting in the best interests of the United States in certain situations.
Commitment to the Program	All Civilian Reservists are expected to participate regularly in required program training, respond to callup and deploy when required, and consistently perform the duties assigned to them to the best of their abilities throughout the entire term of the deployment.
Ability to Obtain Security Clearance	Every member of the CR should be able to obtain a security clearance. Although they will not necessarily be dealing with sensitive information, it is in USG's best interests to ensure that reservists do not bring outstanding issues that might compromise their ability to represent the United States.
Ability to Obtain Medical Clearance	All candidates should be in good health and able to obtain a standard DoS medical clearance. Major heart conditions, vision or hearing impairments, or other physical conditions may compromise the individual's ability to perform his/her duties and/or operate in an austere environment.
Ability to Obtain Ethics Clearance	All Civilian Reservists must meet stringent ethical standards in conducting their work and in representing the U.S. Government. As such, every candidate must be able to obtain a DoS ethics clearance, consistent with the DoS pamphlet “Ethics Guidance for Prospective Employees Who Are Not Special Government Employees.”
Knowledge of and Commitment to American Culture and Values	Civilian Reservists serving abroad are being asked to reconstruct and stabilize countries to provide a foundation for freedom, democracy, and a market economy. Understanding of and commitment to these principles by all members is critical to projecting a unified image and facilitating transition.
Knowledge of and Sensitivity to Foreign Cultures and Values	To protect the United States from incidents that might damage the credibility of the mission, it is also required that Civilian Reservists be knowledgeable of and sensitive to foreign cultures and accept that U.S. cultural norms should not be forced on the citizenry at the expense of the host country's core values.
Analytical Reasoning Skills	All positions within the Reserves will require high levels of analytical thinking skills, whether they are team infrastructure (support) personnel or subject matter experts. The ability to think critically and walk through problems logically from definition to solution is essential.
Creative Thinking Skills	Reservists are likely to encounter challenges that are unique to the individual R&S effort and/or the country in which they are deployed. In addition to analytical reasoning tools, reservists must be able to examine problems from all perspectives and derive “out of the box” solutions where required.



Requirement	Description
Ability to Communicate Clearly and Effectively in Writing	All positions in the CR will require the incumbent to draft reports, communicate ideas or concepts, develop correspondence, or otherwise express themselves in clear and concise writing. Inability to write effectively can lead to inaccuracies and inefficiencies in sensitive situations.
Ability to Clearly and Effectively Use Verbal Communications	All positions in the CR will require the incumbent to communicate verbally with other program participants, USG representatives, foreign government personnel, indigenous peoples, and other individuals. Participants, for example, may need to give instructions and explain projects, outcomes, and risks.
Flexibility to Changing Requirements	Although reservists will be given a basic description of the tasks for which they are responsible, R&S operations dictate frequent requirements changes, and anyone may be asked to perform alternative functions. Reservists must be flexible to such requests and able to respond successfully.
Adaptability to Austere Environments	R&S operations will often take place in environments that significantly differ from those reservists may generally be accustomed to in the United States. The ability to quickly adapt to these differences and operate effectively in uncomfortable and sometimes hazardous surroundings is essential.
Ability to Operate Effectively in a Team Setting	All Civilian Reservists must be able to operate effectively in teams, playing different roles at different times and roles they are unaccustomed to playing in their regular jobs. Team chemistry is extremely important to performing project tasks quickly, efficiently, and at high levels of quality.
Interpersonal Skills	Reservists must have strong interpersonal and communication skills because, among other reasons, these are critical to co-existing with other field personnel in tight quarters and difficult living situations and for dealing with any situations that may arise locally.
Ability to Operate Effectively Under Pressure	Project workload and time constraints, in-country conditions, ongoing residual fighting and its associated hazards, separation from family, and many other factors can cause high levels of stress. Reservists must be able to handle and operate effectively under these often extreme pressures.
Ability to Perform Multiple Tasks Independently	Reservists may be asked to perform several tasks simultaneously over a period of time with limited direction, given the nature and volume of the work and the limited availability of resources. They must be able to operate independently and successfully complete tasks without significant oversight.
Ability to Use Basic Technology	Reservists may be asked to employ skills that involve the use of certain hardware devices and software applications. They must be able to learn basic skills in this area, if they do not already possess them.

The extent to which these requirements could (or should) be evaluated as part of first-level screening depends in part on the importance that S/CRS attaches to each element. For example, if everything except U.S. citizenship and ability to obtain a security clearance is negotiable, a basic application that includes work history, a standard clearance form, and a resume would probably suffice; this could be submitted through an online mechanism and screened automatically for critical key words or check boxes. On the other hand, if the cultural knowledge attributes were considered absolutely essential, it is possible that these (and others) could be prescreened through an initial exam process, such as the one employed by the FS, or even through a mechanism similar to the essays often found on university applications.

In reality, any number of options are available for assessing candidates, depending on the program's specific requirements. Table 4-8 identifies some of the major mechanisms that organizations have used in different settings to evaluate employees.



Table 4-8. Potential Assessment Mechanisms

Mechanism	Description	Application	Analysis
Basic Job Application	Application form that requests basic data about a person's work history, references, clearances, and other elements as determined by the program.	<ul style="list-style-type: none"> Often used as an initial intake mechanism; responses to questions can be screened by online tools or manually to exclude or include candidates for the next stage. 	Useful for screening out the most basic attributes; can be done with online tools and can help to lower the number of ineligible applications that make it through the initial screen.
Program KSA Exams	Tests, often multiple choice, that are designed around the core KSAs that the program requires, which can be used to screen out candidates who do not meet the basic (non-technical) criteria.	<ul style="list-style-type: none"> Can provide a relatively cheap initial assessment of the candidate's "fit" with the program, which can be evaluated in more detail later if he or she passes. For organizations like the FS, provides a measure of legitimacy to the program through a rigorous initial screening method. To be effective, it must be well designed and accurately reflect the KSAs sought. 	Where a common set of KSAs can be identified across an entire program, can be very effective in screening out those who are not likely to be reliable or successful. Can also raise the profile of the program by building the selectiveness and exclusivity image.
Written Personality Exams	Tests, often multiple choice, that seek to evaluate a candidate's personality attributes and psychological makeup. May be conducted online.	<ul style="list-style-type: none"> Used to compare results with an ideal profile, helping to identify a "match" or filter out potential issues. Drawback is that candidates may attempt to respond how they think the evaluators want them to, not how they really feel. 	Can be useful to an extent, but risk too much inaccuracy to be relied on as a primary component of assessment.
University-Style Essays	Written submission usually asking the candidate why he or she wants to belong to the program, what he or she can offer, or similar information.	<ul style="list-style-type: none"> Can provide insights into the candidate's reasoning for wanting to participate; certain reasons can be screened out. Provides information on the candidate's ability to write, though not necessarily in a time-pressure situation. 	Reasonable as an initial screen tool; connects the program to a known formal process used in educational institutions. Would be duplicative of KSA Exams and may be less effective where well-defined, common KSAs are sought by the program.
One-on-One Interviews	Individual interviews between the candidate and an S/CRS official; several people may interview the candidate during the course of the day.	<ul style="list-style-type: none"> Often used for "behavioral interviews" that attempt to determine how a person would respond to certain situations based on past behaviors and actions. Works best when multiple people interview the candidate from different perspectives. Hiring often hinges on a consensus decision. Can be used in conjunction with other methods such as case studies, written tests, and simulations. 	A standard evaluation tool; can be effective if interviewers are trained in eliciting information from candidates. Applicants can also present different images to different interviewers, which adds uncertainty into any decisions. Worth considering in assessment programs but should not be solely relied on for something of the magnitude of the CR.
Panel Interviews	Candidate is questioned simultaneously, often in rapid-fire format, by a group of questioners.	<ul style="list-style-type: none"> Frequently used to gauge how a candidate responds under pressure and assess ability to think quickly. 	Can be highly effective in testing ability to function under stress. May be particularly effective for certain skill sets



Mechanism	Description	Application	Analysis
		<ul style="list-style-type: none"> Format allows a group of officials to see and evaluate candidate responses and reactions at the same time and in the same conditions. 	such as rule of law and other public-facing positions, but is applicable to all at least to some degree.
Writing Tests/ Case Analyses	Exams designed to see how well a candidate assesses problems, derives solutions, and synthesizes those thoughts into a coherent response.	<ul style="list-style-type: none"> Used for positions in which the candidate would be required to evaluate information and communicate issues quickly and make recommendations to stakeholders. When well designed, can be particularly effective in reflecting real-life situations that the candidate might face, accurately depicting ability to respond under pressure. 	Excellent for positions that require extensive writing and ability to quickly and coherently summarize problems and present options for solutions.
Written Skills Tests	Exams designed to test candidates on knowledge, skills, and experience that they profess to have. Can be conducted online in some cases.	<ul style="list-style-type: none"> Effective for technical skills and for assessment of non-technical abilities. Well-designed exams can provide an accurate depiction of what the candidate is really capable of doing. Proven to be effective in testing logic and analytical thinking abilities. May not be entirely reflective of a candidate's skills and experience if the person does not "test well." 	Offers an additional level of comfort for hiring authorities beyond relying on what is reported on resumes and provided by references. May be difficult to design and implement and can be subject to claims of discrimination if not carefully crafted.
"Hands-on" Skills Tests	Exams designed to allow the candidate to demonstrate skills on actual or simulated equipment, such as mechanical devices or computer programs.	<ul style="list-style-type: none"> Provides highly valuable insights into a candidate's ability to actually do the work, rather than conceptually as in written exams. Certain kinds of tests allow reviewers to evaluate problem-solving abilities. Also effectively tests ability to perform under pressure, which can mimic conditions in the field. 	Excellent method for testing technical and mechanical skills; would be good for infrastructure positions where ability to perform is essential but difficult to gauge from a resume.
Role Play/ Simulations	Method in which the candidate is placed into a setting that mimics a situation he or she might face on the job; can involve other job candidates as well. Candidates may also be given specific constraints or instructions that complicate the situation.	<ul style="list-style-type: none"> Allows evaluators to gauge how a person might perform in actual on-the-job settings. Presence of other candidates provides a mechanism for assessing ability to work in teams as well as inter-personal skills; works most effectively when candidates do not know the reviewers from other candidates. Can effectively test ability to perform under pressure, which can mimic conditions in the field. Downside is that although they 	Frequently used and highly effective method for predicting performance in a wide range of positions. Simulations need to be carefully constructed, however, to effectively test for the skills required, introduce uncertainty to the candidate while in the event, and maximize realism.



Mechanism	Description	Application	Analysis
		approach real-life situations, all participants are aware that they are not real, which may affect behavior.	

4.6.3.1 ☒ Recommendation: BearingPoint's review of potential assessment methods in the context of S/CRS and CR requirements suggests several recommended courses of action:

- **Employ a standard, online application** requesting basic information on educational background, work history, citizenship, clearances, medical condition, and other basic descriptors as the pre-qualifying step in the CR screening process. This will allow the CR Headquarters to immediately eliminate those who do not meet the most basic requirements for program participation.
- **Create and deploy a State Department CR Entrance Exam** as the first significant step in the CR hiring process. This can be done online in existing, contracted testing centers (not currently owned by DoS). The exam will accomplish several goals:
 - The exam will help to screen out candidates who do not meet key requirements for success as a CR program participant. The exam should be modeled after the Foreign Service Exam, testing for knowledge of American history, culture, politics, and values as well as sensitivity towards foreign cultures, and should also include GMAT-style sections that test for logic and analytical thinking.
 - The exam will also help to develop the credibility and an exclusive and selective image for the program, designed to build the CR brand and draw people to the program in the longer term rather than having to push the program to candidate pools. To augment this, the exam could be given only at certain times, such as three times per year (reference section 5, "Deployment Operations", for commentary on periodic rather than rolling admissions).

It would be beneficial at this point for applicants to complete and submit the standard SF-86 and other forms required for security clearance, medical approval paperwork, and ethics clearance materials such as the SF-278 (if required), to facilitate completion of required background checks.²

- **Use an Assessment Center model similar to the FS one as the final component of the evaluation program.** Attendance at the Assessment Center should serve as the last stage before hiring decisions are made. Evaluation methods need to test for the remainder of the KSAs, shown in table 4.7, as the first significant step in the CR hiring process—creative thinking, written and verbal communications, flexibility and adaptability, teamwork, interpersonal skills, ability to operate under pressure, and ability to perform tasks independently. The discussion in table 4.8 suggests a suite of assessment methods that could accomplish this goal:
 - One-on-one interviews
 - Panel interviews
 - Writing tests/case analyses
 - Role play and simulations

² Note that there are two possibilities here: clearance investigations could be conducted *prior* to accepting a candidate to the next stage, to avoid investing evaluator time, travel money, and facilities costs in individuals who will not ultimately be cleared, or *after* the next phase once a candidate is conditionally approved for hire to avoid investing money in the clearance process for individuals who will not be accepted into the program. Which choice is better will become clearer as data are gathered regarding the percentage of people whose clearances are rejected and the percentage of candidates who make it through to the hiring stage.



We do not recommend the use of written personality tests or university-style essays in this context. However, S/CRS should consider incorporating skills tests—including languages for those who claim to speak them—into this program, particularly for program infrastructure functions and other technical areas that cannot be easily evaluated through interviews, resume reviews, and reference checks. Assessment periods would occur three times per year a few months after the exam, after which successful applicants would be transitioned into the orientation training program for initial skills development and nurturing of a common CR *esprit de corps*.

4.6.4 Analysis of Attraction Package Components

Marketing messages and recruiting strategies need to be supported by an attraction package that translates interest in the program into applications and, ultimately, participation. Attracting candidates consists of three key elements: how much they are compensated for performing their jobs, what benefits they receive while deployed, and what additional incentives are provided to further entice them and/or to alleviate any major concerns they might have about joining the program. This section discusses and analyzes each component and provides recommendations to S/CRS on how these elements should be developed.

4.6.4.1 Base Compensation by Job Role and Level. BearingPoint researched and identified a number of different compensation methods used by the public and private sectors, focusing particularly on individuals deployed overseas for at least some period of time. In discussions with USG contractors and with USG compensation professionals, several options were uncovered that have been used for deployed personnel, with varying degrees of success and applicability to the Civilian Reserves as USG employees. Some prominent methods are summarized as follows:

- **USG General Schedule (GS) compensation.** Agencies deploying personnel domestically were often observed to depend on regular GS classifications and rates. For those using a roster system similar to the CR, such as NDMS, individuals were considered “intermittent employees” who were on the USG payroll indefinitely but not receiving compensation until activated. NDMS deployments were mainly domestic, although there have been limited international uses as well.
- **USG GS compensation with differentials.** Some USG agencies deploy personnel based on GS classifications and wages, providing additional premiums based on the geographical area to which they are sent. This tended to be the case for agencies that deployed individuals for shorter periods of time and/or in non-permanent deployed capacities, after which the employees returned to their regular jobs within USG. This method was chosen in these instances because it was easy to apply and administer within existing USG compensation guidelines.
- **Foreign Service Schedule (FSS) compensation with post differentials.** Other agencies deploy staff according to the FSS, also providing additional geographically based premiums to supplement income. This was observed in two cases in particular: (1) Foreign Service Officers (FSOs) serving overseas in their regular job capacities, and (2) other DoS employees receiving “limited, non-career appointments” to serve temporarily at an overseas post. As with the previous method, this worked effectively for people already employed by USG and fit within existing USG compensation guidelines.
- **Pay Band scale with differentials.** Another method observed was the application of a “pay banding” scheme rooted in GS rates (with the Washington, DC premium) and applied with differentials, as used by IRMO in attracting and deploying personnel under “3161” classifications. This scheme has lessons for the CR in that it was used for temporary international deployments of individuals who were not necessarily previous USG personnel, and it provided needed flexibility to respond to varying wage demands for hard-to-fill positions. In most cases, the pre-dominant goal was to at least replace the



income the individual was leaving behind, although for the highest paying jobs this was not always possible and incoming personnel settled for less than their current salaries.

- **Current compensation plus percentage premium basis.** Many USG contractors seeking to fill jobs for overseas deployment reported using an individual's current salary as a basis for setting pay rates, often offering a percentage premium on top of that rate as a primary attraction mechanism. This method generally seemed to be effective in enabling contractors to acquire sufficient numbers of personnel for open positions, although the quality standards sought and whether the individuals hired met those standards was not immediately clear.

In terms of actual base compensation rates offered for different positions, BearingPoint received data from USG agencies and contractors directly and also researched salaries for related jobs across the public and private sectors using data from the Bureau of Labor Statistics (BLS), the OPM, on-line job sites such as USA Jobs (www.usajobs.com), state government employment sites, Monster (www.monster.com), professional association publications and web sites, and related sources to provide a basis for more thorough analysis and development of recommendations for an appropriate CR compensation program.

☑ Recommendation: Based on our understanding of the CR's recruiting needs, job functions and experience requirements, and associated concerns, BearingPoint recommends that S/CRS:

- **Employ a pay banded salary scale based on GS rates.** Pay bands allow considerable flexibility in compensating employees, far more than would relying on basic GS or FSS mechanisms. This will be critical to the CR program because it will give S/CRS broad latitude in initial salary offers, from a standard principle for starting salaries to the ability to adapt to changes in the market and to program requirements as necessary by adjusting that principle by job function. We recommend that the pay band scheme be structured as follows:
 - **Leverage the IRMO pay band system to establish base bands.** IRMO has done a considerable amount of background work in establishing workable pay bands for deployed personnel, work that does not need to be repeated by S/CRS. These bands have been accepted by DoS and will provide the necessary level of flexibility within positions for the CR. However, while IRMO uses the Washington, DC locality pay because its employees are considered DC hires that are deployed TDY to Iraq, we recommend that S/CRS base its bands on standard GS levels for ease of administration (personnel who are widely dispersed and paid for domestic training at different locations may be deployed to the same location; a standard pay rate is warranted but it is not necessary to elevate it to Washington, DC levels). The resulting pay bands are provided in table 4.9.
 - **Assign pay bands to individual positions based on an analysis of salary comparables.** For classification and standardization reasons, we recommend that each position on the CR roster be assigned to a specific pay band. These assignments should be made based on an aggregate analysis of salary comparables from a range of sources so that they best reflect the market rate for the functions, skills, and skill levels required. Based on our salary research, BearingPoint recommends that positions be assigned as shown in table 4.10.
- **Base starting salaries on current pay, to the extent possible, and maintain flexibility to use different principles.** BearingPoint recommends that S/CRS base initial starting salary offers on the individual's current rate of pay, without a premium increase. The CR program should maintain the flexibility to modify this principle based on the market for certain job functions and the corresponding S/CRS requirement. S/CRS requires the ability to offer a premium for specifically identified positions at different times as its needs dictate.



- **Employ differentials as a standard add-on to base compensation.** Finally, we recommend that S/CRS use DoS hardship and hazard differentials as a standard addition to its compensation package for all positions and aggressively market this as a part of its compensation package. Typically, this will be 25 percent for each, the current maximum allowed by DoS for all posts besides Iraq and Afghanistan. It should be noted that it is possible, though not likely, that reservists may be deployed to areas where the prevailing differentials are less than 25 percent, as it was reported that DoS can take up to a year after conditions change to adjust rates to accurately reflect conditions in a specific country. Offerings should reflect the differentials appropriate for the situation, and adjustments should be made as quickly as possible if they are necessary.

Table 4-9. Recommended Pay Banding Scheme for the CR

Pay Band	Corresponding GS Grade(s)	Salary Range (in USD)
V	AD-00	109,808–152,000
IV	14–15	77,793–118,957
III	12–13	55,360–85,578
II	9–11	38,175–60,049
I	6–8	28,085–44,931

The ranges in table 4.10 are based on 2006 GS rates and should be updated as the GS changes. Table 4-10 applies the bands in table 4.10 to the recommended CR positions. BearingPoint determined an estimated aggregate range for each job based on composite comparable data and then matched the position to the appropriate pay band. In cases where we were unable to collect a significant amount of comparable data, job similarity comparisons were made *within* the CR position list to arrive at the recommended pay band for the position in question.

Table 4-10. Recommended Pay Ranges for CR Positions

Pay Band	Salary Range	Positions	
V	109,808–152,000	<ul style="list-style-type: none"> ▪ Program Manager ▪ Judge ▪ Constabulary Police–Commander ▪ Civilian Police–Commander ▪ SME Development Expert ▪ Banking Systems Expert ▪ Monetary Policy Expert ▪ Public Health Expert ▪ Public Administration Expert ▪ Fiscal Policy Expert ▪ Human Resources Expert 	<ul style="list-style-type: none"> ▪ Judicial Legal and Regulatory Expert ▪ Financial Legal and Regulatory Expert ▪ Fiscal Legal and Regulatory Expert ▪ Elections Law Expert ▪ Property Rights Expert ▪ Leadership and Governance Expert ▪ Constitutional Reform Expert ▪ Democracy Development Expert–Representation ▪ Democracy Development Expert–Lawmaking ▪ Democracy Development Expert–Oversight
IV	77,793–118,957	<ul style="list-style-type: none"> ▪ Constabulary Police–Unit Leader ▪ Civilian Police–Unit Leader ▪ Civilian Police–Trainer ▪ Prison Warden ▪ Attorney–Prosecutor 	<ul style="list-style-type: none"> ▪ Telecommunications Engineer–Project Manager ▪ Architect ▪ Construction–Project Manager ▪ Civil Engineer–Project Manager



Pay Band	Salary Range	Positions	
		<ul style="list-style-type: none"> Attorney–Public Defender Civic Planner Electrical Engineer–Project Manager Water and Sanitation Engineer–Project Manager Oil and Gas Engineer–Project Manager 	<ul style="list-style-type: none"> Environmental Engineer–Project Manager Hospital Administrator City Manager Elections Administration Specialist Conflict Mediation Specialist
III	55,360–85,578	<ul style="list-style-type: none"> IT Specialist Telecommunications Specialist Medical Officer Contracts Officer Grants Management Officer Constabulary Police–Officer GIS Specialist Civilian Police–Officer Civilian Police–Criminal Investigator Legal Aide 	<ul style="list-style-type: none"> Court Administrator Court Legal Officer Electrical Engineer Water and Sanitation Engineer Oil and Gas Engineer Telecommunications Engineer Civil Engineer Environmental Engineer Accountant
II	38,175–60,049	<ul style="list-style-type: none"> Communication Specialist Logistics Specialist Corrections Officer 	<ul style="list-style-type: none"> Court Recorder Emergency Medical Services Technician
I	28,085–44,931	<ul style="list-style-type: none"> Administrative Support Specialist 	<ul style="list-style-type: none"> Chambers Clerk

4.6.4.2 Basic Benefits. Benefits will be a key issue for many Civilian Reservists in evaluating the total compensation package offered by S/CRS. When deployed, many will be leaving full-time jobs and will likely lose the benefits normally provided by their employers. Others may not maintain benefits that they feel are sufficient for the operating environment, while still other reservists may not have benefits at all. Throughout BearingPoint’s research—interviews, surveys, and focus groups in particular—it was made clear that the package S/CRS ultimately offers will be a major selling point for many potential candidates, and it must therefore be carefully analyzed and developed.

The organizations that BearingPoint reviewed during the course of this research provide a range of benefits to deployed employees. Agencies employing Personal Services Contractors (PSCs) and those deploying non-permanent USG personnel for short-term assignments (such as NDMS) do not offer benefits at all, others using full-time employees deployed overseas for long periods provide full benefits packages, and there are cases in between. Research indicates that certain benefits are more important to deployed resources than others. Table 4-11 provides an overview of prominent benefits we encountered in USG, benchmark partners, and other organizations examined in secondary research. The table is color coded: **GOLD** indicates benefits that are highly (strongly and universally demanded) applicable to the Civilian Reservist program, **SILVER** indicates those that are applicable to an extent (partial demand), and **BRONZE** denotes benefits that have some applicability but probably will not have a major impact.

Table 4-11. Summary of Benefits Offered to Deployed Resources by Researched Organizations

Benefit	Description	Analysis
Medical	Coverage for basic health care; may extend beyond the individual to include dependents at the employee's discretion for an additional fee. Often provides a choice of plans so that employees can select the coverage	Highly applicable. If not provided by USG, reservists will have to pursue coverage on their own, at a significant cost. Regarded as an essential benefit if



Benefit	Description	Analysis
	most appropriate for individual situations. Usually, employers and employees share the cost, and the employee's portion is paid through payroll deductions. In some instances, the employer bears 100% of the costs.	the program is going to attract adequate personnel. The more of the cost USG takes on, the more attractive the package will be.
Dental	Coverage for basic dental care; may extend beyond the individual to include dependents at the employee's discretion for an additional fee. Often provides a choice of plans so that employees can select the coverage most appropriate for individual situations. Usually, employers and employees share the cost, and the employee's portion is paid through payroll deductions. In some instances, the employer bears 100% of the costs.	Applicable. While not as critical as health care for all reservists, still highly important especially for those extending benefits to dependents. Commonly found alongside medical benefits, it makes sense to include in the total package.
Vision	Not as prominent as medical and dental, vision coverage can range from minimal to complete care—from limited subsidization of doctor visits and eyewear to comprehensive support for ophthalmologic services and equipment. Vision care is often provided as an elective in cases where the employer and employee are sharing benefits costs.	Somewhat applicable. Even less universally applicable than dental, this benefit will still appeal to some reservists, especially to those extending benefits to dependents. Should be considered as part of the total package or as an optional add-on to the program's core offerings.
Life Insurance	Provides a form of immediate protection against financial hardship or loss in the event of death; not generally offered as a form of term life insurance with a cash value, such as might be purchased privately. USG employees are eligible to participate in the Federal Employees' Group Life Insurance plan (FEGLI), which offers low rates paid through payroll deductions. USG pays one-third of the cost of this insurance.	Highly applicable. Reservists will be sent into situations that may put them in danger, and life insurance is viewed as essential. Because of the situations they will be in, procuring life insurance on their own is likely to be prohibitively costly and needs to be offered as a core USG program. FSOs are under FEGLI and this is a good comparison to reservist requirements.
Accidental Death and Dismemberment Insurance	Provides funds in the event of fatal accidents or accidents that result in the loss of a limb or eyesight. For benefits to be paid, the death or loss must occur not more than one year from the date of the accident and be a direct result of bodily injury sustained from that accident, independent of all other causes. This insurance is provided as a standard part of the FEGLI package for USG employees at no additional cost.	Highly applicable. This benefit is provided as part of FEGLI and an essential part of the total life insurance package.
Short-term Disability Insurance and FECA	Protects people against financial disaster when they are temporarily unable to work due to sickness or injury. Private sector and some state and local government employers provide this through short-term disability insurance, often paying the entire premium or up to a certain coverage level. The Federal Employees' Compensation Act (FECA) allows USG employees to continue to receive 100% of their pay and benefits during the period covered by accrued, advanced, or donated leave.	Highly applicable. Short-term disability is a significant risk for Civilian Reservists. FECA provides protection through leave provisions (not necessarily applicable to reservists) and through workers' compensation (highly applicable, see below) as long as any injury sustained during deployment would be considered to be a "result of employment." Otherwise, opportunities to purchase add-on Short-term Disability Insurance should be considered.
Long-term Disability (LTD) Insurance and Disability Retirement	Protects people against financial disaster when they are unable to work over the long term because of an accident or illness. In the private sector and in some state and local governments, LTD replaces a portion of regular pay on a tax-free basis. USG employees may be eligible for disability retirement if they have 18 months creditable service under the Federal Employees Retirement System (FERS) or 60 months creditable	Highly applicable. Long-term disability is a significant risk for Civilian Reservists. Some protection is provided by FECA in workers' compensation as long as any injury sustained during deployment would be considered to be a "result of employment." Otherwise, opportunities to purchase add-on LTD



Benefit	Description	Analysis
	service under the Civil Service Retirement System (CSRS), and OPM approves their disability-based retirement. Social Security may also be available.	Insurance should be considered.
Workers' Compensation and FECA	FECA provides compensation and medical care for employees for disability due to personal injuries sustained while in the performance of duty. These benefits are called worker's compensation. The term "injury" includes, in addition to injury by accident, a disease proximately caused by the employment. The law also provides for the payment of funeral and burial expenses and compensation for the dependents if the injury or disease causes death.	Highly applicable. Covers most short-term disability cases that would apply to Civilian Reservists as long as any injury sustained during deployment would be considered to be a "result of employment."
Death Gratuity	Provides a gratuity to the surviving dependents of any employee as a result of injuries (other than from disease) sustained outside the U.S. and whose death resulted from hostile or terrorist activities, or occurred in connection with an intelligence activity having a substantial element of risk.	Highly applicable. Reservists may work in hostile environments and alongside FS or other USG employees who qualify for this benefit. Because they are working under similar conditions and are subject to the same types of risks, this benefit should apply.
Retirement Plans	Provides post-retirement financial security; can involve a variety of programs depending on the organization. USG offers FERS and CSRS as two primary mechanisms requiring a minimum amount of creditable service in order to draw from the system. State and local governments offer similar systems. Most private-sector organizations offer tax-deferred retirement savings programs such as 401(k), and some government entities offer similar programs through mechanisms such as Section 457.	Highly applicable. The benefits package should at least offer reservists the ability to continue contributing to existing retirement plans. In addition, ability to accrue Federal retirement time could be a significant draw to the program; time spent in training and in deployment should be accrued as creditable service. Personnel drawn from state and local government should also have the ability to have service count towards their own retirement plans, and MOUs would likely need to be worked out.
Paid Leave	Includes vacation, personal leave, regional rest and recreation breaks (RRBs), home consultation visits, and related programs. Amounts and specifications vary widely by organization as well as the relationship of the employee to the organization.	Highly applicable. Paid leave is applicable to the extent that deployed personnel be allowed RRBs consistent with IRMO, and that those deployed for longer than a certain period would be allowed one home visit.
Paid Holidays	USG employees (including those overseas) are afforded 10 Federal holidays. In addition to these holidays, DoS also observes some local holidays celebrated at overseas posts of assignment. Employees working on these holidays are provided a pay premium.	Applicable. Though not a critical element, for consistency purposes, Civilian Reservists should get the same holiday benefits as other overseas USG personnel when deployed.
Overtime Pay	Additional pay for hours worked beyond full-time (generally 40 hours). Amounts vary by organization; some USG agencies credit overtime at a set GS level regardless of the individual's grade, while other employers pay base salary or 1.5 times base pay for hours worked over the regular amount.	Highly applicable. There is a high likelihood that the program will require overtime, and for certain positions especially this is a draw if included in the benefits package. Care needs to be taken to avoid excessive or unnecessary overtime, however, as has occurred in other overseas programs.
Family and Medical Leave	FMLA of 1993 entitles all employees to a maximum of 12 work weeks of unpaid leave during a 12-month period for birth to the employee and the care of the newborn; placement of a child with an employee for adoption or foster care; care of a dependent with a	Somewhat applicable. While deployed, FMLA applies but is probably not a major factor since most conditions would qualify for an exemption, and significant health conditions would likely result in



Benefit	Description	Analysis
	serious health condition; or serious health condition of the employee that makes an employee unable to perform the major job functions.	the individual being replaced.
Credit Union	Found often in Federal, state, and local government and in professions supported by strong unions. Employees are granted the right to join the relevant credit union and this membership is a lifetime benefit.	Somewhat applicable. While not a major draw, this is generally a standard benefit offered to USG employees and should be extended to reservists.
Direct Payroll Deposit	Offers payment of salary and expenses directly into the employee's bank account. Commonly employed across industries.	Highly applicable. Mutually beneficial item that relieves employees of burden while reducing operating cost to USG.
Employee Assistance Programs	Support and counseling to employees for a variety of issues depending upon the scope of the program; can range from counseling on work-related issues only to the complete support of work, personal, family, and other issues, inclusive of alcohol- and drug-related problems, psychological episodes and mental health conditions, and similar issues.	Highly applicable. Deployments may result in personal and family issues that these types of programs can support. Beneficial for the employee as well as the program in the long term because it promotes stability.
Legal Assistance Programs	Provides free or reduced cost access to a wide range of legal services such as estate planning and other types of support.	Applicable. The reservist program may give rise to legal issues for which this program would be beneficial to participants.
Housing and Food Allowances	Subsidizes housing and meals for deployed personnel. Per diem is a common form of allowance found in government but is not the only form of subsidy for housing and food used in government.	Highly applicable. Deployees will not expect to pay for their food and lodging, whether in training or in-country. The ability to take home salary without incurring expenses was reported as a major benefit in similar types of deployment programs.
Family Support Programs	Formal programs that provide assistance to family members pre-, during, and post-deployment. Examples include points of contact (POCs) in the United States and abroad, active support networks and programs, and other family care services.	Highly applicable. Reported to be absolutely necessary as a benefit from S/CRS. Family support—assurance that the family will be cared for while the reservist is gone—is a key part of military and other deployment programs that should be mirrored.
Casualty Assistance	Next-of-kin (NOK) notification by casualty area of command, military escort of remains, U.S. flag for casket provided at government expense, assistance to NOK with benefit entitlements, family counseling, and related services after employee casualty.	Highly applicable. Participation brings the possibility of casualty in service to country; appropriate treatment is warranted. Also key to potential reservists in knowing that their families will be assisted in the event of fatality while deployed.

☑ Recommendation: Based on the analysis of benefits and their applicability to the CR program, we recommend the following:

- **Make the benefits program standard across all positions.** S/CRS should create its program such that all options are available to all personnel in the CR. Allowing personnel the freedom to select which benefits work for their personal situations will strengthen the package's overall appeal as opposed to attempting to target specific offerings to particular groups. To the extent possible, reservist benefits should not be less than those available to other USG overseas employees.
- **Offer a three-level set of benefits that includes universal, core elective, and optional add-on elements.** Certain benefits will apply universally to all reservists, regardless of their individual needs.



A second set can be considered core benefits applicable across the program that will be in high demand. Offering these “cafeteria style” and paying a high portion of the costs (most, if not all) will have a significant positive influence on attraction. Finally, certain groups will find a third set of optional benefits appealing, and these should be made available at partial cost to employees. The recommended benefits are consistent with, and in some cases exceed, those offered to FSOs, 3161 personnel deployed to Iraq, and other overseas USG personnel.

- Universal standard benefits should include:
 - Eligibility for death gratuity
 - Paid leave (in the form of RRBs and home visits for deployments beyond set lengths)
 - Paid holidays
 - Overtime pay
 - Creditable service accrual for Federal retirement (while allowing the option for state and local employees to count service towards their respective retirement programs)
 - Direct payroll deposit
 - Credit union (access to)
 - Employee assistance program (access to)
 - Housing and food allowances
 - Casualty assistance
- Core elective benefits should include:
 - Medical and dental coverage (individual only)
 - Life insurance (inclusive of Accidental Death and Dismemberment)
 - Family support program
- Optional add-on benefits should include:
 - Medical and dental coverage (dependents)
 - Vision coverage
 - Additional life insurance
 - Short-term disability insurance
 - Long-term disability insurance
 - Legal assistance program (access to)

4.6.4.3 Additional Incentives for Attraction. Other incentives may be required to attract candidates to the CR program beyond base compensation and benefits offerings. There are three aspects to this: (1) incentives that are inherent to the program; that is, they are characteristics of the CR program that would appeal to certain groups of people if they realized them; (2) proactive incentives that are tangible and designed to entice different types of individuals to join; and (3) incentives that support personnel and address key concerns that would otherwise prevent someone from joining the Reserve. The menu of incentives that S/CRS chooses to offer needs to include a mix of all three of these elements. Some will simply require the right marketing messages, while others must be designed to specifications sufficient to meet candidate demands in order for marketing to be effective.

Interviews, focus groups, and surveys were very informative throughout the course of our research in understanding the factors beyond compensation and benefits that would convince someone to join the program. In the first place, although there are many possible ways to slice the analysis, BearingPoint found that incentives were generally best understood in terms of an individual’s career progression rather than by the resource pools identified in section 4.6.1 (for example, whether they come from USG or the private sector). As such, we defined eight broad categories covering the prospective CR population and



then attached each position on the proposed roster to one of these categories. The resulting clusters, which drive the subsequent analysis of incentives, are shown in table 4.12.

Table 4-12. Proposed CR Population Categorized by Career Progression

Category	Positions in the Category
Retirees	Retirees are most likely to populate any of the Senior Professional, Senior Technical, Senior Law Enforcement, and Mid-career Law Enforcement positions as described below.
Senior Professional	Program Manager, Judge, SME Development Expert, Banking Systems Expert, Monetary Policy Expert, Public Health Expert, Public Administration Expert, Fiscal Policy Expert, HR Expert, Judicial Legal and Regulatory Expert, Financial Legal and Regulatory Expert, Fiscal Legal and Regulatory Expert, Elections Law Expert, Property Rights Expert, Leadership and Governance Expert, Constitutional Reform Expert, Democracy Development Expert–Participation, Democracy Development Expert–Lawmaking, Democracy Development Expert–Oversight
Mid-Career Professional	Communication Specialist, Logistics Specialist, Medical Officer, Contracts Officer, Grants Management Officer, Attorney–Prosecutor, Attorney–Public Defender, Legal Aide, Court Administrator, Court Legal Officer, Court Recorder, Chambers Clerk, Civic Planner, Hospital Administrator, Emergency Medical Services Technician, City Manager, Accountant, Elections Administration Specialist, Conflict Mediation Specialist
Senior Technical	Electrical Engineer–Project Manager, Water and Sanitation Engineer–Project Manager, Oil and Gas Engineer–Project Manager, Telecommunications Engineer–Project Manager, Architect, Construction–Project Manager, Civil Engineer–Project Manager, Environmental Engineer–Project Manager
Mid-Career Technical	IT Specialist, Telecommunications Specialist, GIS Specialist, Electrical Engineer, Water and Sanitation Engineer, Oil and Gas Engineer, Telecommunications Engineer, Civil Engineer, Environmental Engineer
Senior Law Enforcement	Constabulary Police–Commander, Constabulary Police–Unit Leader, Civilian Police–Commander, Civilian Police–Unit Leader, Civilian Police–Trainer, Prison Warden
Mid-Career Law Enforcement	Constabulary Police–Officer, Civilian Police–Officer, Civilian Police–Criminal Investigator, Corrections Officer
Entry Level	Administrative Support Specialist

BearingPoint’s research uncovered a range of potential incentives that could be used to attract the right candidates and generate participation in the CR. Table 4-13 provides an overview of key incentives by labor pool that were identified during the course of interviews, focus groups, surveys, and industry research—empirical evidence that highlights certain potential program aspects that will appeal to different groups. The table is differentiated by career category and color coded: a **GOLD** box indicates that an incentive is highly applicable (a primary reason for joining) to the group to which it is associated, a **SILVER** box notes those that are applicable to an extent (will be an incentive within the group but not a primary “pull”), and **BRONZE** denotes incentives are somewhat applicable but should not be considered a significant mechanism.



Table 4-13. Examination of Potential CR Attraction Incentives

Incentive	Type	Description	Retirees	Senior Professionals	Mid-Career Professionals	Senior Technical	Mid-Career Technical	Senior Law Enforcement	Mid-Career Law Enforcement	Entry Level
Adventure and International Travel	Inherent	Attraction to the adventure of traveling and living overseas and working in sensitive areas.								
Responsibility to Society	Inherent	Desire to make a difference in a less-fortunate region of the world, or "give back" to society.								
Service to Country	Inherent	Sense of duty to serve the U.S. in a representative capacity in a post-conflict situation.								
Prestige of Program	Inherent	Universal recognition of the program's quality, selectivity, exclusivity, and importance.								
Signing Bonus	Proactive	Lump sum bonus paid out at the time the reservist signs the program contract.								
Readiness Subsidy	Proactive	Annual payment to subsidize skills-related training in order to keep personnel current.								
Deployment Bonus	Proactive	Lump sum bonus paid out at the time the individual arrives in-country on deployment.								
Performance Bonus	Proactive	Lump sum bonus or non-cash award provided in-country as performance recognition.								
Tax Exemptions for Money Earned in Deployment	Proactive	Tax-free earnings for wages earned while deployed, raising the total value of pay.								
Service Completion Bonus	Proactive	Lump sum bonus provided at the time of service completion, upon return home.								
Continuation of Pension Eligibility	Proactive	Continued eligibility for government pension after returning to the active payroll.								
Promotion Potential	Proactive	System providing the ability to be promoted to another job on the roster or higher pay.								
Referral Bonus	Proactive	Lump sum bonus for referring a qualified candidate who gets hired into the program.								
International Service Training	Inherent	Training provided as part of the program in how to apply skills in international settings, etc.								
Specialized Skills Experience	Inherent	Unique opportunity to develop skills in a challenging setting; career differentiator.								



Incentive	Type	Description	Retirees	Senior Professionals	Mid-Career Professionals	Senior Technical	Mid-Career Technical	Senior Law Enforcement	Mid-Career Law Enforcement	Entry Level
International Experience	Inherent	Ability to gain experience in an international setting and foreign culture, exposure to international norms.								
Management Experience	Inherent	Ability to gain experience as a manager of complex teams and challenging projects.								
USG Employment Preferences	Proactive	Point preferences on USG applications, facilitating ability to enter government service.								
Student Loan Repayment	Proactive	Provision of funds to defray student loans; encourages those with higher education.								
Tuition Assistance	Proactive	Provision of funds to support continuing education related to program requirements.								
Special Home Loan Rates	Proactive	Reduced or otherwise special mortgage rates and similar support programs.								
Professional Association Fees	Proactive	Payment of professional dues and possible membership support (e.g., American Bar).								
Communications to Home	Support	Access to video, telephone, and e-mail to remain in close contact with family.								
Family Visit Program	Support	Funds for family and deployee to meet in a neutral location on RRB or similar break.								
Subsidized Day Care	Support	Free or reduced cost day care provided for working spouse who remains home.								
Guaranteed Re-employment	Support	Legislatively supported right to return to same or similar job (similar to USERRA).								
Repatriation Assistance	Support	Basic assistance for returning employees: hotline, employer outreach, etc.								
Alumni Network	Proactive	Directory and programs for Reserve alumni to enable networking and support								

Of all the incentives, it is possible that the single most critical support that potential reservists will require is the knowledge that the program is well coordinated and well managed. As helpful as word of mouth can be in recruiting candidates, it can be equally damaging if those returning home do not speak well of their experiences. While this is a fairly minor reason to take all actions required for effective operations, it is nonetheless a very important one.

☒ **Recommendation:** BearingPoint recommends that S/CRS:



- **Use the “least cost” incentives as a baseline package.** As a foundation, S/CRS should start with the inherent incentives contained within the CR program—those that require little more than the appropriate marketing message to “activate” and require few additional costs. As the table demonstrates, these inherent benefits will speak to a large proportion of the potential candidate population and should form the basis of the S/CRS public action campaign (see section 4.6.2, “Marketing and Recruiting”).
- **Monitor the results of attraction efforts and assess deficiencies.** S/CRS should monitor how well it is doing in attracting and hiring qualified candidates across all skill areas. This information should be continually updated, measured against program goals, and reviewed to determine if new strategies are needed and where they should be focused.
- **Adjust the appropriate mix of incentives based on assessments and workforce planning.** S/CRS should be frequently and regularly examining its incentives mix in the context of its roster requirements and the results of its attraction efforts. Incentives—both the slate of offerings in total and the specifications of individual offerings—can be adjusted to respond to different needs. Conditions, such as those described below, can dictate when changes are required.
 - **Environment-based.** Circumstances following a major war might induce fear among certain individuals, making them difficult to recruit.
 - **Market-based.** In times when there is an “economic boom” and competition is fierce in the market to obtain qualified individuals, S/CRS would have to compete at a high level, plausibly offering more incentives than would be found with other opportunities.
 - **Skill-based.** There could be circumstances in which a particular skill set is in high demand and needed urgently. In this case, incentives could be adjusted to more intensively target the applicable groups.

Table 4-14 can be used as a tool to help in this endeavor. For example, if S/CRS identified a need to recruit additional EMS Technicians, it would examine the “Mid-Career Professional” portion, focusing particularly those of the “proactive type,” and could use the color scheme to help identify and prioritize the incentives with the most potential. Incentive specifications could also be adjusted to respond to the need. *Where possible, the CR Headquarters should be empowered to adjust incentives* rather than having to escalate these types of decisions, building upon key lessons learned from the IRMO experience.

4.6.5 Incentives for Employers to Release Reservists

Almost universally, the range of respondents in interviews, surveys, and focus groups informed us that re-employment rights are important to the success of the program—it would not be possible to draw a sufficient number of qualified resources into the CR. At the same time, there was broad recognition that requiring employers to release individuals when called to deploy and to re-employ them when they returned could present legitimate burdens on the business in a number of ways, including but not limited to the following:

- **Difficulties in backfilling resources.** Organizations that lose an employee to the Reserve would likely have to backfill the position. For private-sector companies, this is possible but creates a difficult situation when the employee returns from service. For government, MOUs have been used to guarantee release and return rights, but agencies are rarely permitted to backfill the vacated position at all. This is an especially difficult problem if multiple employees are taken from the same organization, as could be the case with police personnel who are already a scarce resource nationwide.
- **Loss of intellectual capital.** For some organizations, particularly in the private sector, releasing employees to the Reserve—especially more senior personnel—will lead to a loss of sector- and



situation-specific knowledge that cannot easily be replaced. While the individual would return to the organization, the loss of such intellectual capital could have serious effects on the business, and this impact would be magnified in smaller companies. These organizations have a legitimate concern about releasing these people, since in many cases important aspects of their businesses depend on them specifically. Overcoming this problem is critical since the Reserve would potentially draw on these types of resources.

It is in USG's best interests to incentivize employers to participate in the program to the extent possible, making re-employment rights more of a "last line of defense" against a few organizations than an active "forced participation" applied to all employers. Re-employment rights are still critical, but, to the extent possible, the environment should encourage employers to willingly participate. Table 4-14 discusses potential incentives to overcome the above-mentioned hesitancy and assist in eliciting employer participation.

Table 4-14. Potential Incentives to Elicit Employer Participation

Description	Benefits	Drawbacks	Analysis
Employer-Based Excused Refusal As described in section 4.4, USG would include in its list of excused referrals a limited employer-based petition option, to be activated by the employee. This would be based on concepts similar to those used in some localities for jury duty for demonstrable negative impacts to the employer.	<ul style="list-style-type: none"> Employers would have some protection if callup occurs at a uniquely difficult work period. This protection would establish some comfort level knowing that deployments would not cause extreme business hardship. 	<ul style="list-style-type: none"> S/CRS would have to evaluate requests and could actually damage relationships with business if not approved. This program is potentially subject to abuse. USG would have to develop clear standards for approvable petitions. S/CRS runs the risk that key resources required for a PCS operation would be unavailable based on this clause. 	<ul style="list-style-type: none"> On balance, this component would provide an investment safeguard to USG without huge impacts to the resource pool. Risks to USG associated with the outlay of training costs would be reduced, as would risks to roster integrity. There is precedent within USG for cost recuperation programs, and both legislative change and coordination would be feasible.
Minimum Employer Size Employers that are smaller than a set size would not be subject to the program's re-employment rights. They would not, however, be allowed to deny an employee the right to deploy. This is consistent with USERRA specifications.	<ul style="list-style-type: none"> Small employers who would be impacted the most by losing employees would be better able to protect the business. Potential harm to entrepreneurs would be limited because they could more easily replace the skills lost to deployment. 	<ul style="list-style-type: none"> Small organizations may be key sources of certain skills. Lack of re-employment rights may increase difficulty of recruiting. 	<ul style="list-style-type: none"> Overall, this provision offers a fair safeguard for small business that is consistent with that found in established law (USERRA). Entrepreneurs, an influential political participant, would be less likely to oppose establishing re-employment rights. While recruiting some skills may be harder, nothing in this program prevents individuals from participating if desired.
USG-Sponsored Resource Pools This option is specific to police components of the	<ul style="list-style-type: none"> When not deployed, employers would benefit from subsidized resources that would otherwise not be 	<ul style="list-style-type: none"> Costs associated with this idea could be prohibitive, depending on how many resources need to be sustained. 	<ul style="list-style-type: none"> This offers one of the few reasonable methods to sustain formed units for police resource pools. It will be exceedingly difficult



Description	Benefits	Drawbacks	Analysis
<p>program. USG would identify large municipality police departments with the greatest shortages and would pay for them to take on additional resources with the understanding that, when needed, USG would hold rights to them. The number of people in the program and percentage paid for would be subject to negotiation with department representatives.</p>	<p>available.</p> <ul style="list-style-type: none"> S/CRS would have a basically guaranteed pool of formed units made up of personnel that train and work together regularly. 	<ul style="list-style-type: none"> Contract terms would be more difficult—it would be harder to cancel the contract at the end of deployment rather than the term. Contract and deployment terms will dictate how many resources S/CRS must support, which may be higher than actually needed by the program and therefore more difficult to justify. Recruitment into this program would require special additional considerations. Participation terms and “elite force” status must be explicit. In addition, competition may be affected by local bargaining units. 	<p>to convince departments to participate in the CR program without some type of subsidization, and this offers a number of benefits by creating a readily available force that works and trains together.</p> <ul style="list-style-type: none"> How much USG is willing to pay for will affect the success of the program, and this is a fine balance. Too little will likely dissuade departments from agreeing to participate, while too much will make it cost prohibitive.
<p>Financial Incentives for Employers</p> <p>Employers that lose an employee to deployment will be granted tax credits or direct compensation.</p>	<ul style="list-style-type: none"> This type of incentive may make it easier for employers to back-fill short-term while still holding a position for the reservist. Financial impacts on businesses will also be lessened through this type of program, making them less likely to be resistant to regulations guaranteeing release and re-employment rights. 	<ul style="list-style-type: none"> Legislative changes would be required for tax incentives or direct compensation. Depending upon the types of incentives chosen and the levels of remuneration, the program could reach the point where costs outweigh benefits. 	<ul style="list-style-type: none"> This concept complements the idea of USG-sponsored resource pools and would offer a roughly equivalent incentives package to non-police employers, which would be politically beneficial. As in USG-sponsored resource pools, the right balance must be found between too much and too little assistance if the program is to work effectively.
<p>Exchange Programs</p> <p>A unit with the CR administrative office would assist employers in finding temporary replacements for reservists through an exchange program involving Federal, state, and local government agencies, academia, and similar types of participants.</p>	<ul style="list-style-type: none"> The organization donating the replacement person may benefit from getting back an employee with more experience and exposure to diverse situations. The individual serving as the replacement would receive an opportunity for career growth through new experiences, such as public-private or academia-industry 	<ul style="list-style-type: none"> Administration of this type of program would be complex and would require development of relationships with numerous and varied organizations. Dedicated personnel would be required within the administration of the CR, which would add to overhead costs. This type of program would not be conducive to all positions, and there are no guarantees 	<ul style="list-style-type: none"> Such a program could be highly beneficial to a number of parties. Exchange programs between government and private industry have precedent and have been shown to be successful. The program would need to be monitored in the initial period of its existence to determine how successful it is in this setting. Adjustments may be required to fit the CR program.



Description	Benefits	Drawbacks	Analysis
	<p>exchange.</p> <ul style="list-style-type: none"> The recipient organization (the one losing the reservist) would receive a skilled, temporary replacement who would fill the position until the reservist returned from duty. 	<p>that an exchange participant could be found. This would need to be viewed as an assistance offering and not an entitlement to the reservist's employer.</p>	<ul style="list-style-type: none"> The exchange program could be a strong complement to financial incentives, particularly if they trend towards lower amounts. While it will not be universally able to find replacements, the effort itself can serve to appease employers losing reservists.
<p>Public Recognition Programs</p> <p>Employers who release and re-employ reservists—particularly those who go above and beyond the regulations with their policies—would be publicly recognized by DoS for their participation.</p>	<ul style="list-style-type: none"> Employers receive valuable publicity and “goodwill” from their efforts to participate in the program, which can be a key marketing tool. 	<ul style="list-style-type: none"> Recognition must be equitable among employers and/or clear rules must be established to avoid any perceptions of impropriety by the public. 	<ul style="list-style-type: none"> This is a low-cost component that, if communicated up front as part of employer outreach, could generate strong returns in terms of employer participation. Caution must be taken to set rules and expectations from the outset, however.

One additional concept that we found compelling was the Army National Guard’s inclusion of an employer outreach unit within its organizational structure. We recommend that the administrative overhead of the CR include such a function to develop, execute, monitor, and revise employer-related policies and programs and serve as the interface between S/CRS and employers to handle any issues surrounding reservist release and re-employment.

☑ Recommendation: Based on our analysis, BearingPoint recommends that S/CRS:

- **Create a re-employment rights program in a way that facilitates employer support.** We believe that, in order for legislation to pass and be effective, it needs to provide mechanisms that protect employers from excessive harm. Two ways of doing this—the Employer-Based Excused Referral and the Minimum Employer Size provisions—are consistent with other existing safeguards found in Federal, state, and local government laws and can provide some reasonable protections for businesses. Incorporating other methods, such as an institutionalized Employer Outreach arm within the program’s administrative framework, establishing exchange programs, and public recognition will further promote employer willingness to support release and re-employment of Civilian Reservists.
- **Proactively develop the reservist labor force in certain sectors to reduce employer burden.** In a few cases, S/CRS may be well-served to actually help create the skill sets it seeks to deploy. This is particularly the case in the policing functions, where employers are almost universally under-funded and under-staffed. In order to convince this politically powerful sector to provide officers when required, S/CRS could subsidize the hiring, training, and compensation of police units, which would be local employees when not needed by USG but available for deployment when required. Care would need to be taken to ensure that individuals hired into these units meet reservist standards, are aware of their commitments when they are taken on board, and comply with training requirements.

4.7 Performance Management

Managing Civilian Reservist performance in the field is a critical component of program execution and quality assurance. Tracking reservist performance post-deployment helps to maintain quality assurance by



enabling selective retention, so that S/CRS keeps only strong performers on the available roster. A number of the respondents in our benchmarking interviews identified performance management as very important to a successful deployment program; however, a large proportion of them had performance systems that they generally considered to be unsuccessful. We were able to capture some key points and requirements for what would be effective in performance management during deployment operations and, combined with information from influential literature on the topic, offer the discussion below.

4.7.1 Evaluation Criteria

Data analysis from a range of sources led to the initial conclusion that any effective performance management system, whether for a company with a single location or a global operation that systematically deploys its personnel, needs to be based on clearly defined evaluation criteria tied directly and openly to the mission. In the context of the CR, this requires that PCS program planners identify a coherent strategy and objectives, which can be combined with a general set of principles surrounding representation of the U.S. Government. Individual performance criteria flow down from the program strategy and principles, capturing the person's expected contributions to complete mission fulfillment. Several closely related representations of what performance criteria need to encompass can be found throughout industry; USAID's Office of Transition Initiatives (OTI) offers a relevant and coherent explanation that indicators should be:

- **Direct.** Closely tracking to the result it is designed to measure
- **Objective.** Unambiguous and not subject to varied interpretations by management and staff members
- **Practical.** Relatively easy to obtain data for measurement
- **Sensitive.** Able to capture change over short time intervals
- **Attributable to the PCS program mission.** Reflective of actual outcomes that are intended from the program

In almost all performance management systems, quantitative data are preferable because these data are the most objective way to monitor an indicator. Given the nature of Civilian Reservists' work, however, qualitative data—based on personal judgments and perceptions and therefore more subjective—may in many cases be the only available source of information. The sources of data for every indicator, whether quantitative or qualitative, should be clearly identified and understood by both management and staff up front to reduce ambiguity and protect the integrity of the process. The other key differentiator between types of indicators is output versus impact, where the former measures what a person did and the latter is concerned with the results achieved. To the extent possible, impact indicators are preferable, but given the length of deployment and the time lag often associated with results in R&S situations, output measurements may be more feasible.

4.7.2 Performance Monitoring System Specifications

While there are a wide range of possible structures that could be used to manage performance for Civilian Reservists, similar operations that effectively perform this function generally do so with a field-based structure, where the employee is managed and evaluated by his/her in-country team lead, with a mechanism for formally reporting results back to program headquarters in the United States. There are many complexities inherent in the structure, not least because reservists are deployed and are serving as U.S. Government employees for a relatively brief time and are performing high-impact tasks. In this environment, performance management needs to be much more aggressive than the standard annual appraisal—continuous monitoring and feedback are essential. Building on the most effective elements



examined in our review, the performance management system should be based on the following general steps:

- USG sets program strategy and objectives.
- USG personnel and/or reservists already deployed identify individual team and resource requirements, and strategies and objectives are defined.
- Prior to deployment, incoming reservists are briefed on the overall strategy and objectives of the program and their team, are provided an overview of their roles, and are instructed on the overall principles associated with representing the U.S. Government.
- During deployment preparation, reservists interact with program leaders to create an individual performance plan. The plan should be brief so it doesn't interfere with critical work, but it should also be unequivocally mandated by S/CRS. These plans should be shared with team leaders in the field and adjusted as necessary to reflect in-country realities and requirements.
- Team leaders schedule regular check-ins with their team members to discuss performance against the plan and to modify it as needed to reflect any changes in team goals. These check-ins should be required at least quarterly and can be more frequent at the team leader's discretion based on individual observation, shifts in the operating environment, or other reasons that require more aggressive performance management. Inputs from other key people interacting with team members should also be solicited as part of evaluations, with team leaders as the final authority.
- At the conclusion of a reservist's deployment, a "check-out" review is completed by the team leader with the individual. This final review includes a rating and recommendation and becomes part of the reservist's permanent file. At this stage, there is also an opportunity for the CR Headquarters to designate individuals noted for particular skills—leadership, technical, or otherwise—to receive the opportunity to participate in more specialized development programs. These individuals should be specially targeted for long-term retention, and stronger retention incentives should be applied (see section 4.8.2).
- At any time during deployment, reservists must have the freedom to request meetings with their team leaders to discuss performance, expectations, and issues. This connects also to the "Opt-out" contract provision discussed in section 4.2.
- Similarly, team leaders need to have the flexibility to act on negative interim reviews. The option to recommend removal or redeployment of the individual needs to be readily available given the time- and quality-sensitive nature of the work. However, some type of accelerated due process, at least in the form of escalated review, needs to be included in the program to prevent abuse.

4.7.3 Performance Management Program Outcomes

An effective performance management program will provide the ability to monitor how effectively individuals are contributing to the R&S effort and how well they represent the U.S. Government in the field. Based on this information, top performers can be recognized, and performance issues can be rectified, both to assure short-term program quality and to promote long-term high levels of roster (and future program) quality.

- **Recognition and advancement for top performers.** Performance appraisal outputs should be used to make decisions regarding awards, on-the-spot recognitions, merit increases, promotions, and other incentives that will motivate reservists and will contribute to retention of the most capable, top-performing individuals. To be most effective, mechanisms should be applied selectively, with a specific focus on reliable, qualified personnel who prove their worth in the field, and on high-priority



skill sets for retention. Special recognitions and advancement options should be offered to those identified as having exceptional potential.

- **Remediation for problem performers.** Outputs should also be used to make decisions about performance issues, as noted above. The system needs to provide mechanisms to identify and rectify problems in the field—whether through “improvement plans,” removal, or redeployment—and must also provide sufficient information to evaluate reservists returning from deployment to determine if they should be retained in the program. This latter contention views retention as a reward. The option should not be extended to those who have not met expectations in the field.

For recognition and remediation to achieve their purposes, three things must be put in place. First, the awards associated with high performance must be sufficient to make the best people want to stay, and these may differ by group. Second, personnel management regulatory flexibilities must be available to fairly execute the necessary reward and remediation actions. Finally, reporting mechanisms and data management tools that can track performance at headquarters and support decision-making need to be implemented, as well as a cross-check mechanism to prevent individuals who have not been asked back from re-applying and returning to the available roster.

4.8 Retaining Civilian Reservists After Term Expiration

The last component to a comprehensive HR operations program for the CR is the retention aspect, which provides the principles and tools to keep top people and needed skills over the long term and ultimately maintain a roster that has significant experience in performing R&S tasks within the CR construct. Keeping this knowledge and experience is essential to success over the long term—it reduces costs for training, limits risk to USG by enabling deployment of personnel who have gone through R&S efforts, and increases the overall chances for program success. This section estimates the attrition S/CRS can expect from the program and discusses reasons for attrition that are beyond the program’s control. Furthermore, the section provides an analysis of when and how to retain quality individuals in the right skill sets in the CR after they complete a deployment.

4.8.1 Anticipated Attrition

During the course of our research, BearingPoint asked relevant benchmark partners about their experiences in terms of general attrition rates after contract terms expire. Given the wide variety of program types and specifications, not all of these data were directly applicable to the CR environment. Considering the likely business rules of and conditions surrounding the program, we consider the U.S. military a strong comparable for the CR, and these figures can be augmented by other industries. Attrition in the Active Army, Army Reserves, Army National Guard, and Navy Reserves has been reported at ranges from 18% to 30% over the past 3 years, with an average of above 25%. As recently as 10 years ago, in 1997, Army Reserve attrition was reported to be as high as 36%, before the service took corrective incentivization actions. Attrition in the consulting industry generally ranges between 10% and 15%, oil and gas between 20% and 25%, and security much higher. CR attrition will likely vary by job function, but can generally be expected to fall between 20% and 30% given the nature of the jobs and conditions.

A number of factors—some within the control of S/CRS and some outside its control—will affect post-deployment attrition. There are three key aspects over which S/CRS has influence. First, while it cannot control the conditions in a country where a reservist is deployed, it can control logistics and related aspects that affect an individual when he/she joins the Reserves, is deployed and arrives in-country, is in-country and working, and is departing. Second, S/CRS also has a good deal of control over the types of incentives it offers to those reservists it wants to retain once they return from duty. Third, the work that reservists are doing needs to be substantive and fulfilling. Repeatedly, we heard that reservists will need to feel that they are making an impact, and S/CRS can control this to some extent through leadership and



organization in the field, adequate support, team-building, coordination with other entities, and similar actions. Getting it right in these three areas will go a long way to addressing concerns and providing enticements, which will reduce attrition.

At the same time, there will be a certain level of natural attrition that the program cannot avoid, due to factors that include but are not limited to the following:

- Facing hostile fire or observing casualties, which may induce adverse health effects (including mental)
- Individually based lack of overall job satisfaction
- Tension with family or family commitments
- Negative spousal attitude toward deployment
- Inability to deal appropriately with stress or in-country environment
- Change in life situation (e.g., new birth)
- Psychological instability post-deployment

S/CRS can mitigate some of this by appropriately setting and managing expectations in the recruiting process and by choosing individuals who are used to the conditions they are likely to face. Additionally, attrition can be contained by developing a sense of belonging, contribution, and service commitment. Methods for accomplishing these actions are provided throughout this section. It should also be noted that, consistent in part with the discussion in sections 4.5 and 4.7, not all attrition is necessarily negative. From a strategic roster management perspective, skills needs may change such that S/CRS does not need to maintain the same numbers in a particular job filled by a returning reservist. Also, some individuals may not be desirable for retention based on their performance in the field. In the latter case, retention should be on the CR program's terms, not the individual's—it should be perfectly acceptable for S/CRS to remove an individual for performance reasons or elect not to request that they re-enlist (see discussion in section 4.8.2).

4.8.2 Retention Mechanisms

Reservists who choose to remain in the program following the expiration of their contract will likely want to do so for many of the same reasons that attracted them in the first place. The inherent aspects of the program—adventure, social responsibility, professional development opportunities, and similar elements—will still influence their decisions; monetary incentives will contribute to decisions, as will individual pressures and personal situations. BearingPoint's research points to a number of factors that can, as a program, positively contribute to retention of valued employees.

Retention mechanisms noted during our study to be potentially highly viable—to be provided *in addition to continuation of the attraction incentives discussed above*—are presented in table 4.15. As groups differ in what will ultimately affect their decisions, the table is differentiated by career category and color coded: a **GOLD** box indicates that an incentive is highly applicable (a primary reason for joining) to the group to which it is associated, a **SILVER** box notes those that are applicable to an extent (will be an incentive within the group but not a primary “pull”), and **BRONZE** denotes incentives that are somewhat applicable but should not be considered a significant mechanism.



Table 4-15. Examination of Potential CR Retention Incentives

Incentive	Type	Description	Retirees	Senior Professionals	Mid-Career Professionals	Senior Technical	Mid-Career Technical	Senior Law Enforcement	Mid-Career Law Enforcement	Entry Level
Adventure and International Travel	Inherent	Attraction to the adventure of traveling and living overseas and working in sensitive areas.								
Responsibility to Society	Inherent	Desire to make a difference in a less-fortunate region of the world or "give back" to society.								
Service to Country	Inherent	Sense of duty to serve the U.S. in a representative capacity in a post-conflict situation.								
Prestige of Program	Inherent	Universal recognition of the program's quality, selectivity, exclusivity, and importance.								
Selected Reserve Affiliation	Proactive	Significant bonus for high-level hard-to-find skills to remain in the program.								
Incremental Re-enlistment Bonuses	Proactive	Incrementally higher bonuses for each time the reservist re-enlists in the program.								
Promotion and Pay Increases	Proactive	Performance-based increase in pay or title promotion for re-enlisting reservists.								
Elite Leadership Development Programs	Proactive	Leadership training and "fast track" career paths for selected "elite" personnel.								
Continued Insurance Benefits	Proactive	Additional coverage while in non-active status after active duty if re-enlisting.								
Service Recognition	Proactive	Award from the Secretary, U.S. Congress, or President that recognizes continued service.								
Connectivity Programs	Proactive	S/CRS-sponsored events and communications to maintain linkages to the program.								
Choice in Deployments	Proactive	Re-enlisting reservist has the opportunity to select location of next deployment.								
Opportunity to Work for DoS, FS, or Other USG Agency	Proactive	Re-enlisting reservists are given priority opportunities to work in USG while inactive.								
Opportunity to Participate in High-Level Briefings	Proactive	Option to serve in recruiting events, seminars, hearings, etc. on behalf of the program.								



It should be noted that, based on analysis in this paper related to other components of the CR program, some of these retention initiatives would not be beneficial to S/CRS. In particular, choice in deployments, while it would be favored by many thinking about returning to the program, may not be in the best interests of the program as a whole from a roster integrity standpoint.

Perhaps the most important retention influence is the individual's experience while in the program. No matter what personal feelings, financial reasons, or other factors contributed to the original decision and are influencing the decision about whether to stay, the overwhelming consideration for most reservists will be their assessment of the organization, logistics, coordination, and effectiveness of the program, especially while deployed. People who feel that they are not able to make a meaningful impact, for whatever reason, are not likely to return, regardless of what mix of incentives S/CRS is able to offer. Like attraction, this further emphasizes the critical need for program operations to be in place and operating effectively from the beginning.

☑ Recommendation: Based on our analysis of potential retention incentives in the context of the CR program, BearingPoint believes that S/CRS should:

- **Apply retention incentives selectively based on skills requirements and individual performance.** S/CRS should not attempt to retain every person who completes a deployment. Decisions should be made based on roster requirements (skills) and an individual's proven ability. The slate of incentives offered for retention should be adjusted according to need at any given time and the nature of the position (e.g., it may not make sense to offer incentives to entry-level personnel who still do not have the qualifications to progress to another position). Incentives should only be extended to those who have performed well enough to meet the highest program standards.
- **Implement pay for performance in conjunction with the pay banding compensation scheme to reward high performers as a retention incentive.** In addition to the recommendation above, S/CRS should also implement a pay for performance program in which pay increases and title promotions are tied to accomplishments and outcomes achieved during deployment. The pay banding compensation scheme should allow the flexibility for increases that reward individuals commensurate with their contributions, and this will serve as a positive retention mechanism geared towards the best performers. It does not make sense for S/CRS to rely on a standard, guaranteed step increase mechanism in an environment where high performance is essential.

4.8.3 Timing and Duration Requirements for Reenlistment

For planning purposes, persuading a reservist to re-commit prior to the end of his/her contract term will be extremely helpful. If S/CRS waits until a person returns from deployment and/or the contract expires, it will be difficult to maintain a constant level of membership on the roster, because there is likely to be a gap between the time S/CRS is certain that an individual is not coming back and the time at which a new reservist can be hired and initiated.

- In the case of a resource under contract who has not yet been deployed, reenlistment should be encouraged as far out as the maximum length of deployment—that is, if a specific skill set can be deployed for a year, efforts must be taken to push the reservist toward reenlistment at least one year out so that he/she can be fully deployed.
- For deployed resources, the timing of reenlistment needs to be based on replacement time. Assuming that it takes three months on average to recruit and hire a new employee and an additional three months to train him/her (these numbers are subject to change, the latter based on Deployment Operations input), it is recommended that reenlistment be encouraged at least six months prior to the end of the reservists' contracts.



- To maximize the ability to plan and facilitate management, the most desirable option for S/CRS would be that reenlistment does not differ from the original contracts in duration. It is possible to permit options, particularly in the case of high performers, for shorter reenlistment lengths; however, extensive use of this alternative would likely be administratively problematic.

A mechanism that gives deployed resources the opportunity to reenlist needs to be implemented to support the latter case, and strong resource management skills must be resident within the administrative staff who is managing the roster at U.S. headquarters. Incentivizing reservists to reenlist early is likely to be an important success factor, as well, using mechanisms such as those discussed in section 4.8.2.

4.9 Legal and Regulatory Analysis

This section reviews general contract law principles and examines the various intricacies and limitations of different staffing authorities with respect to reservist requirements as identified in the preceding sections. This section examines the various staffing authorities the Federal Government exercises to employ its workforce. Authorities are statutory in basis and impact the hiring and staffing processes as well as the compensation and benefits available. The extent to which S/CRS is able to implement the proposed HR recommendations depends upon the type of authority it is granted as a hiring organization.

BearingPoint sought out groups within the Federal Government who hire and deploy civilians in order to understand the legal complexities that exist in this arena. Overseas Prosecutorial Development, Assistance and Training (OPDAT), NDMS, and IRMO were identified as potential models and provided some framework for our legal and regulatory analysis.

Although a summation of the various authorities and personnel designations is presented, this section primarily represents the legal analysis of what is allowable, what is unallowable, and what is required under *existing* Federal personnel law; it does not consider unenacted legislation and it does not provide language for amendments to law. Legislative recommendations that address these issues are presented in section 8.

4.9.1 Civilian Reserve Service Agreement Contract Legal Analysis

BearingPoint recommends forming a contractual relationship between the reservist (a Federal employee) and the U.S. Government through the CR Headquarters. A service agreement, which establishes the responsibilities of both parties, would be manifested in a well-drafted contract. Basic contract law principles can provide some insight into this relationship.

A contract is a promise or a set of promises for the breach of which the law gives a remedy, or the performance of which the law in some way recognizes as a duty (Restatement (Second) of Contracts § 1). A breach of contract is a non-performance of any contractual duty of immediate performance. A breach may be total or partial and may take place by failure to perform acts promised, by prevention or hindrance, or by repudiation (Restatement (First) of Contracts § 312). When a promisor who is under an absolute duty to perform fails to perform in accordance with the terms of the contract, the contract is breached.

When a contract is breached, typical remedies include damages and specific performance. Specific performance requires the breaching party to perform all or some part of the contract when money damages would be inadequate. Specific performance is generally granted in cases where the subject matter of the contract is rare or unique, such as in the sale of real estate and rare antiques. In the case of a service agreement contract breach, specific performance would force a reservist to comply or face contempt of court. Specific performance is not usually available for service contracts. Even if specific



performance were an available remedy, it would not be recommended for the reasons enumerated earlier in the HR section, such as the undesirability of having a USG representative overseas who does not want to be there.

Military enlistment works differently than standard contracts and forces specific performance due to its change of the promisor's status. An enlistment contract combined with the taking of the oath of military allegiance change a person's status from civilian life to that of a soldier and render him or her amenable to military jurisdiction (53 Am. Jur. 2d § 58). The CR program does not attempt to create military status for its members; thus it is subject to standard USG civilian policy and contract law.

If a reservist does not satisfy any of the deferment options set forth in the contract (see section 4.4), and S/CRS does not mutually agree to allow exercise of the opt-out clause, the reservist could be found to have breached an obligation to mobilize for training or deployment and S/CRS could seek damages. Compensatory damages are among the most common available remedy. The purpose of compensatory damages is to put the nonbreaching party where it would have been had the promise been performed.

In the case of traditional employment contracts, the employer is entitled to a standard measure of damages computed according to what it costs to replace the employee. In addition to the non-financial penalties set forth in section 4.4, S/CRS could seek investment recuperation as a form of damages. State Department policy provides some insight into training commitments and potential sanctions. State can require its employees to commit to a period of service following training and if breached, require the employee to reimburse training costs (13 FAM 143) (please refer to Deployment Operations, Legal Research, 5.11).

BearingPoint recommends a contractual relationship between the reservist and the CR Headquarters in accordance with existing contract law and DoS policies outlined in the FAM. Compensatory damages are well established in contract law; however, new legislation could be used to pursue sanctions similar to those of the military (e.g., prohibiting future employment with entities that do work on behalf of the Federal Government or future employment with the Federal Government). See also section 8, "Legislative Requirements".

4.9.2 Personnel Authorities

This section investigates whether the Federal Government could legally hire, deploy, and extend benefits to the CR using existing personnel authorities. Federal personnel authorities governing the Civil Service and the FS, compensation, benefits, and incentives were analyzed with respect to BearingPoint's HR recommendations. Titles 10 and 50 personnel authorities were not examined in detail, as the Civilian Reservists will not be designated uniformed service or DoD employees. Research sources include U.S. Code, Foreign Affairs Manual, Foreign Affairs Handbook, and OPM policy.

The creation of a Federal non-career, domestically trained and foreign-deployed workforce, with an unpredictable schedule and reserve status, has not been attempted on such a large scale outside the military.

The reservists need the authority to perform inherently governmental functions and the ability to work domestically and overseas. Based on the recommendations in this study, the CR basic needs also include flexibility in hiring (exception from competitive hiring process), flexibility in pay (exception from the standard pay scales), benefits and incentives (domestic and overseas), and reservist employment status (ability to hire to roster status, rapid deployment, and limited term commitment).

The remaining topics of this section are structured as follows:

- Discussion of existing personnel authorities



- Summary of benefits and limitations of existing personnel authorities
- Discussion of Civil Service and FS compensation
- Discussion of Federal benefits
- Discussion of available incentives

4.9.2.1 Personnel Authorities Overview

DoS is the lead foreign affairs agency and employs the second largest number of civilians overseas (after the DoD). The traditional mechanisms available to DoS to employ personnel overseas are the FS, Temporary Duty assignments for Civil Service employees, and Personal Service Contracts (22 U.S.C. § 2669). Generally, the standard Civil Service was not designed to work overseas.

5 U.S.C. § 2101 defines the Civil Service as, “all appointed positions in the executive, judicial, and legislative branches of the Government of the United States, except positions in the uniformed services.” Positions in the Civil Service are classified as Competitive Service, the Excepted Service, or the Senior Executive Service (SES) and are subject to the rules and regulations of Title 5 U.S.C. The Foreign Service, as defined in Title 22 U.S.C., was established to employ those who conduct diplomacy on behalf of the United States, as well as represent America abroad. Congress is granted the authority to appropriate a certain number of employees for each agency on an annual basis (5 U.S.C. § 3101).

The following defines each personnel authority with its relevant legal origin.

Competitive Service

The Competitive Service, as defined in 5 U.S.C. § 2102, includes all Civil Service positions in the executive branch, except positions that are specifically excepted from the competitive service by statute; positions to which appointments are made by nomination for confirmation by the Senate, unless the Senate otherwise directs; and positions in the Senior Executive Service. Competitive Service positions are subject to the statutory provisions of Title 5 of the U.S. Code, which outlines the structure of the U.S. Federal Government and its employees. Applicants for Competitive Service positions must compete openly for positions under the merit system (5 U.S.C. chapter 33). Management of the Competitive Service is statutorily designated to OPM. Agencies may request an OPM exemption from the competitive hiring requirements to allow greater flexibility and expedience in the hiring process.

Direct Hires

An agency may hire candidates without regard to 5 U.S.C. §§ 3309-3318 (the competitive process) when OPM has determined there is a severe shortage of qualified candidates or there is a critical need (5 U.S.C. § 3304). This exception greatly expedites the hiring process of an agency. These employees are subject to all other classifications under the rules and regulations of the Competitive Service (title 5).

Excepted Service

Excepted Service positions are Civil Service positions that are not in the Competitive Service or the SES. They do not confer competitive status and are not subject to OPM’s competitive hiring requirements. Exemption from the appointment provisions of chapter 33 of Title 5 is the minimum requirement for Excepted Service; however, positions may be excused from other personnel provisions (i.e., position classifications, pay, leave, retirement) of Title 5 as well. Exception can be granted through statute, by OPM (by 5 U.S.C. § 3302-power designated to OPM by President) or by Executive Order. Positions that



are statutorily excepted are outlined in 5 U.S.C. § 2102. Exception may be granted to entire agencies (e.g., U.S. Postal Service), parts of a department (FBI in DoJ), or to specific positions (FS).³ Excepted Service agencies establish their own evaluation criteria to fill positions. According to the GAO report, “The Excepted Service,” the Excepted Service is not a cohesive service; there is no one set of policies that govern it. Likewise, there is no uniform rationale for exception.

OPM grants exceptions when it is not feasible or impractical to use the traditional competitive hiring process. They are intended to expedite the hiring process in order to fill special jobs and in unusual or special circumstances. Positions excepted from the competitive hiring procedures by OPM include Schedule A, Schedule B, and Schedule C appointments; they are subject to the other rules and regulations of Title 5 U.S.C.

Excepted Service Schedule A

OPM defines appropriate use of the Schedule A authority for, “special jobs and situations for which it is impractical to use standard qualification requirements and to rate applicants using traditional competitive procedures.” Examples of such authority include appointments of attorneys, law clerk trainees, people with disabilities, and other appointments to positions for which OPM determines that examining is impracticable. Schedule A appointments cannot be made to positions which are confidential or policy-determining in character, nor to positions in the SES.

The authority is also applicable to fill a short-term job or to fill a continuing job pending completion of examining and clearances, when there is a temporary or part-time job in a remote location, when an agency must hire a non-citizen because no qualified U.S. citizen is available, and when a temporary board or commission (established by law or Executive Order for less than four years) must be staffed quickly.

Excepted Service Schedule B

OPM can grant exceptions for jobs, which are not of a confidential or policy-determining character, for which it is impractical to use competitive procedures. Schedule B appointments are subject to basic qualification standards established by OPM for the occupation and grade level (5 CFR 213.3201).

Excepted Service Schedule C

Schedule C appointments are for positions of a policy-determining nature or involve a close and confidential working relationship with the head of an agency or other key appointed official. The exception from the competitive service for each position is revoked when the position becomes vacant. OPM grants Schedule C authorities on a case-by-case basis

5 U.S.C. § 3161

“3161” refers to the section in the U.S. Code that grants authority to employ temporary organizations established by law or Executive Order for a specified time not to exceed three years. These positions are excepted from the competitive hiring process (5 U.S.C. § 3161). The authority expires when the organization is terminated. Those employed under this authority are considered members of the Excepted Service.

Under this authority, the organization can appoint as many employees with necessary skills as needed without regard to chapter 51 of Title 5 to pursue the mission of the organization. The duration of

³ L. Nye Stevens, GAO Report, “The Excepted Service: A Research Profile,” 1997.



employment cannot exceed three years, but may be extended by OPM for an additional two years. Federal employees, from other departments or agencies, may assist the temporary organization on a non-reimbursable basis. These employees retain the right to return to their previous positions without consequence to status, pay, and seniority, with some restrictions.

Compensation for a “3161” executive base pay is established without regard to chapter 51 of Title 5 of the U.S.C. and cannot exceed the maximum rate of basic pay for the SES. Base pay for non-executive positions may not exceed the maximum rate of basic pay for grade GS-15. 3161 employees are eligible for all Title 5 benefits if they meet certain employment time length requirements.

Part-Time Employment

5 U.S.C. §§ 3401-3408 grants authority for the establishment and employment of part-time programs. 5 U.S.C. § 3401 defines part-time employment as 16 to 32 hours a week “under a schedule consisting of an equal or varied number of hours per day.” Temporary and intermittent appointments are not considered part-time.

FS part-time employment is also defined as 16-32 hours a week (3 FAM 2336.1).

Intermittent Employment

Intermittent employment is applicable only when the nature of the work is sporadic and unpredictable so that a tour of duty cannot be regularly scheduled in advance. When an agency is able to schedule work in advance on a regular basis, it has an obligation to document the change in work schedule from intermittent to part-time or full-time to ensure proper service credit. Intermittent appointments may move to other positions in the same way as other regular career employees (CFR § 340.403).

Temporary Employees

Title 5 U.S.C § 3109 authorizes the head of an agency to, “procure by contract the temporary (not to exceed one year) or intermittent services of experts or consultants.” This appointment provision can be used to fill intermittent or seasonal work schedules. These appointments are excepted from the competitive hiring process, but are not eligible for promotion, reassignment, or transfer to other jobs. Because temporary appointments are for one year or less, they are not entitled to traditional Federal health or life insurance benefits.

Term Appointments

Agencies can utilize term appointments for work on a project of a non-permanent nature and for a limited period of time. Term appointments are used to fill positions when there is not a continuing need for the job to be filled. They are for employment for more than one year but not to exceed four years. Reasons for making a term appointment may include:

- Project work
- Extraordinary workload
- Scheduled abolishment of a position
- Reorganization
- Uncertainty of future funding
- Contracting out of the function



Most term appointments are subject to the competitive hiring process of Title 5 chapter 33; however, non-competitively bid term appointments can be granted some individuals, such as veterans. The employment of a term employee ends automatically on the expiration of the term appointment.

Statute requires agencies to gain prior approval from the OPM prior to exercising this authority (5 U.S.C. § 3394 (b)).

Seasonal Employment

Seasonal employment appointments are career appointments for work that recurs predictably year-to-year (5 CFR § 340.402). This appointment is appropriate for work that is expected to last at least six months during a calendar year but does not exceed one year. Agencies determine the length of the season, subject to the condition that it be clearly tied to the nature of the work. Seasonal employees serving under career appointment may move to other positions in the same way as other regular career employees, as well as receive full benefits.

Seasonal employees enter into employment agreements that include minimum and maximum periods the employee can work, the basis on which release and recall procedures will be effected, and benefits to which the employee will be entitled in a non-pay status. While in non-pay status, a seasonal employee may accept other Federal or non-Federal employment. They are subject to the regulations on political activity and employee responsibilities and conduct, as well as applicable agency policies while on non-pay status. While employed in other Federal employment, they are subject to the limitation on pay from more than one position (5 U.S.C. § 5533).

Recurring work that lasts less than six months each year is normally best performed by temporary employees. Seasonal employment may not be used as a substitute for full-time employment or as a buffer for the full-time workforce.

Foreign Service Personnel System

Title 22 U.S.C, the Foreign Affairs Manual, and the Foreign Affairs Handbook define the rules, regulations, and benefits for FS personnel. DoS Civil Service personnel are subject to the rules and regulations of Title 5 U.S.C.

The FS was established to represent the interests of the United States abroad and is defined in Title 22 of the U.S. Code. It is granted exception from the competitive hiring provisions of Title 5 by statute (22 U.S.C. § 3981). A major feature of the Foreign Service Act of 1980 was the consolidation of all FS personnel authorities under one law. Seven U.S. Government departments and agencies are covered by the act and are collectively referred to as foreign affairs agencies.⁴ These are the Departments of State, Commerce, and Agriculture; the Agency for International Development; the United States Information Agency; the Arms Control and Disarmament Agency; and the Peace Corps. The Secretary of State may, when necessary, authorize the head of any agency to utilize the FS appointment authority. Members of the FS include FSOs, Foreign Service Specialists (FPs), Consular Agents (FCs), and Foreign Service Nationals (FSNs). Additionally, 22 U.S.C. § 3943 authorizes the Secretary to, “appoint the members of the Service (other than the members of the Service who are in the personnel categories specified in section 3942 (a) of Title 22) in accordance with this chapter and such regulations as the Secretary may prescribe.”

⁴ L. Nye Stevens, GAO Report, “The Excepted Service: A Research Profile,” 1997.



22 U.S.C. § 3925 requires the FS to be as compatible with other Federal personnel systems as possible. This concept is further outlined in DoS' internal policy (3 FAM 1111.1).

Temporary, part-time, and intermittent appointments in the FS are limited to one year or less (22 U.S.C. § 3949).

Limited Non-Career Appointments to the Foreign Service

Limited non-career appointments (LNAs) to the FS are statutorily defined in 22 U.S.C. § 3949. Limited appointments can be for FSOs or FPs. Appointments are limited to the duration of the assignment and must be for a minimum of one year, but may not exceed five years. They may not be renewed or extended beyond five years.

The Director of HR of a designated FS agency may identify a need for a non-career appointment to the FS (3 FAM 2217.3). Agencies with the authority to utilize the FS can exercise this authority to mobilize current Civil Service employees for work overseas. Appointment in the Service for a period of one year or less is considered a temporary appointment.

The maximum age for these appointments is usually not extended beyond the mandatory retirement age for the FS at 65. Employees on these appointments are eligible for those allowances and differentials for which they qualify.

Personal Services Contracts

The Secretary of State may use funds appropriated or otherwise available to the Secretary to contract individuals for services abroad (22 U.S.C. § 2669(c)). Agencies are not permitted to award personal services contracts (PSCs) unless specifically authorized by statute (e.g., 22 U.S.C. § 2669) to do so. A PSC is characterized by the employer–employee relationship it creates between the Government and the contractor's personnel (FAR 37.104).

Those employed under this statute may perform certain inherently governmental functions. Although the executive branch assumed the responsibility for defining inherently governmental functions in Office of Management and Budget (OMB) Circulars A-120 and A-76, agencies may issue their own guidance on the subject. ⁵ Exactly which inherently governmental functions a PSC may perform is dependent upon OMB and DoS policies.

Because PSCs are not considered Federal employees, they are not eligible for most Federal benefits, although contracts may include a death gratuity should the employee die in the line of fire. 22 U.S.C. § 2669 limits standard DoS PSCs to work outside the United States. Only the Overseas Business Office (OBO), Diplomatic Security (DS), and the Bureau for International Narcotics and Law Enforcement Affairs (INL), within DoS, have domestic contracting authority.

Temporary Duty Assigned Overseas (TDY)

Most Civil Service employees, not including DoD personnel, who work overseas are assigned to an overseas station on a temporary basis. Benefits and compensation for such employees are governed by Title 5 U.S.C. Agencies usually look for guidance from the Department of State Standardized Regulations (DSSRs) for government-wide regulations regarding major allowances and benefits. Depending on

⁵ Bernard Ungar, "Are Service Contractors Performing Inherently Governmental Functions?" GAO Report 92-11, 1991.



arranged MOUs, overseas TDY employees may be subject to some aspects of the Foreign Affairs Manual.

When Actually Employed (WAE)

WAE is the term referred to when part-time, intermittent, temporary appointments, and LNAs are actually employed.

4.9.2.2 Existing Personnel Authorities with Relevance to the Civilian Reserve

This section examines whether existing personnel authorities are sufficient to meet the hiring needs of the CR. BearingPoint's findings indicate that State does not typically employ Civil Servants overseas on a permanent basis. Civil Servants are either temporarily assigned overseas (usually from Washington) or assigned LNA status to the FS. The most relevant authorities include term appointments, Excepted Service, Schedule A, Schedule B, and intermittent employment.

Personnel authorities were not individually assessed against compensation, benefits, and incentives. The legal examination of BearingPoint's HR recommendations regarding compensation, benefits, and incentives are expanded upon in subsequent sections. Below is a high-level analysis as they relate to the CR.

- **Compensation.** Classification in the FS or Civil Service will determine which pay scale, differentials, and allowances are applicable. Regardless of classification, both are subject to the aggregate pay caps (5 U.S.C. § 5307).
- **Benefits.** Temporary employees who are appointed for less than one year are statutorily excluded from most Federal benefits, including health, life insurance, and long-term care (5 U.S.C. § 8906a). Federal retirement benefits are typically only available after five years of service (5 U.S.C. § 8333). Only career FS members are eligible for FS retirement plans. (Please see the benefits subpart for further applicability.)
- **Incentives.** A majority of incentives are statutorily based in Titles 5 and 22. However, offering those that exist elsewhere in U.S. Code or would have no applicability to the CR will require new legislation.

Tables 4-16 and 4-17 present an analysis of Federal personnel authorities as they apply to the CR. As mentioned earlier, no one personnel authority will meet the comprehensive needs of the CR, as defined by our Study's recommendations. The first chart details staffing authorities that have potential, limited use. The second chart details authorities that are inherently prohibitive for the CR.

Table 4-16. Relevant Personnel Authorities

Personnel Authority	Possible Usage/Benefits	Limitations
Limited Non-Career Appointments (LNAs) to the FS	Flexibility in hiring as the authority resides with DoS. Employees on these appointments are eligible for those allowances and differentials for which they qualify. LNAs can perform services abroad and domestically.	Previous analysis of the LNA authority to staff IRMO indicated extensive use of this authority may be beyond its legislative intent. These concerns are applicable to staffing the CR. Further, LNAs are intended to fill vacant FS permanent positions. An LNA must be terminated when a career FS employee is available to fill the position.
Personal Services	Flexible hiring authority allows DoS to hire	PSC employees are prohibited from



Personnel Authority	Possible Usage/Benefits	Limitations
Contract (PSC) (22 U.S.C. § 2669)	without competitive bidding. There is some flexibility in pay structures. Death gratuity payments may be payable to individuals employed under PSCs or agreements when it is included in the individual's contract pursuant to 22 U.S.C. 2669(c) (3 FAM 7261.6-1).	performing some inherently governmental functions. State PSCs can typically only work overseas. PSC employees are not eligible for any standard Federal benefits, nor are they eligible for premium pay or additional pay.
Temporary Duty Assigned Overseas (TDY)	DoS Civil Service employees who work overseas may be employed on TDY. Benefits and compensation for TDY Civil Service DoS employees are governed under the Foreign Services Act, DSSR, and FAM. Federal employees outside DoS assigned to service overseas are subject to the laws and regulations under Title 5 and the Federal Travel Regulations, but not the Foreign Service Act. Agencies usually look for guidance from the DSSR for government-wide regulations for major allowances and benefits. Depending on arranged MOUs, employees may be subject to some aspects of the Foreign Affairs Manual.	Under this mechanism, an employee must first be a hired member of the Civil Service before he or she can TDY overseas. TDY is a mechanism to send someone overseas, but does not address the need to initially hire the person under an applicable staffing authority. All regulations of Title 5 are applicable (i.e., hiring, compensation, benefits, and death gratuity).
Term Appointments	Term appointments are for a limited period of time for more than one year, but not to exceed four years. The employment of a term employee ends automatically on the expiration of the term appointment. Term employees are eligible to earn leave and generally have the same benefits as permanent employees, including health and life insurance, within-grade increases, retirement, and Thrift Savings Plan coverage.	Most term appointments are subject to the competitive hiring process of Title 5 (chapter 33). Term appointments require approval from OPM prior to agencies exercising this authority. Term appointments are subject to all other Title 5 provisions and limitations regarding benefits and compensation. Term appointments are not permanent, so they do not give the employee career Civil Service status.
Excepted Service	Exception from the competitive hiring provisions outlined in chapter 33 of 5 U.S.C. is the minimum requirement for the Excepted Service; exemptions may be granted for other Title 5 provisions. Exemption can be granted through statute, pursuant to statute, by OPM (by 5 U.S.C. § 3302-power designated to OPM by President) or by Executive Order. Exemption from the appointment provisions of chapter 33 and chapter 51 of Title 5 could allow for flexibility in hiring and pay. Are eligible to work domestically and abroad.	Obtaining exception through statute is necessary for the exception to be permanent. Exception granted by OPM or Executive Order is not permanent and for that reason was not recommended by DoS attorneys. CR would be subject to the other rules and regulations of Title 5 U.S.C. Continued service of one year is the minimum requirement to be eligible for many Federal benefits. As such, S/CRS would need to further petition OPM and the Department of Labor (DoL) for inclusion of various benefits outlined in the HR recommendations.
Excepted Service Schedule A	Schedule A hires are excepted from the competitive hiring procedures of Title 5.	Only those positions that OPM classifies as Schedule A would be eligible. The CR would be subject to the other rules and regulations of Title 5 U.S.C. Continued service of one year is the minimum requirement to be eligible for many Federal benefits. As such, S/CRS



Personnel Authority	Possible Usage/Benefits	Limitations
		would need to further petition OPM and DoL for inclusion of various benefits outlined in the HR recommendations.
Excepted Service Schedule B	Schedule B hires are excepted from the competitive hiring procedures of Title 5.	Only those positions that OPM classified as Schedule B would be eligible. Schedule B appointments are subject to the other rules and regulations of Title 5 U.S.C. OPM and DoL would need to be petitioned for benefits if tours of duty are less than one year of service.
Intermittent Employment	Intermittent work schedules could be utilized for purposes of training.	Once routine or regularity can be predicted, intermittent employment is not a valid authority. Intermittent appointments are excluded from most Federal benefits by regulation.

Table 4-17 provides the rationale for personnel authorities that are not relevant to the CR.

Table 4-17. Personnel Authorities Not Applicable to the Civilian Reserve

Personnel Authority	Rationale
Competitive Service	The competitive hiring provisions outlined in chapter 33 of 5 U.S.C. are too restrictive and are impractical for the specialized job descriptions of the CR.
Excepted Service Schedule C	Must be granted by OPM on a case-by-case basis. Schedule C appointments are for positions of a policy-determining nature or involve a close and confidential working relationship with the head of an agency or other key appointed official.
5 U.S.C. § 3161	5 U.S.C. § 3161 grants authority to employ temporary organizations established by law or Executive Order for a specified time not to exceed three years. The authority expires when the organization is terminated. The CR will not be a temporary organization, nor will it create subsidiary quasi-temporary organizations to manage specific PCSs; therefore, this authority is not valid for the purposes of the CR.
Direct Hires	Direct hires need prior OPM approval to hire positions designated "critical need." The reserve status aspect of the CR requires hiring for positions to be determined for a future need. Extensive use of this personnel authority for the CR will likely be beyond its legislative intent.
Foreign Service	Civilian Reserves do not fit into the current categories of Foreign Service Personnel as defined in 22 U.S.C. § 3903. Members of the FS include FSOs, FPs, FCs, and FSNs. FSOs are designated the general responsibility for carrying out the functions of the Service and typically must successfully pass the extensive examination and screening process. FPs provide skills and services in a wide range of functional areas (including technical, support, and administrative) required for effective performance by the Service. FCs provide consular and related services as authorized by the Secretary of State at specified locations abroad where no FS posts are situated. FSNs provide clerical, administrative, technical, fiscal, and other support at FS posts abroad. Temporary, part-time, and intermittent appointments in the FS are limited to one year or less (22 U.S.C. § 3949) and therefore cannot meet the needs of the CR.
Part-Time Employment	Reservists would work full time (40+ hours per work week) while training and deployed. The requirement for a regular schedule of 16 to 32 hours per week does not meet the needs of the CR. Part-time employees are excluded from certain benefits by regulation.



Personnel Authority	Rationale
Temporary Employees	OPM defines a temporary position as limited to less than one year. They are not eligible for promotion, reassignment or transfer to other jobs. Temporary employment is not a permanent type of appointment, and employees are not considered members of the career Civil Service. These employees are statutorily prohibited from receiving most Federal benefits.
Seasonal Employment	Seasonal employment is most appropriate when the work is predictable from year to year and expected to last at least 6 months, but not to exceed 12 months, during a calendar year. Recurring work that lasts less than 6 months each year is normally best performed by temporary employees.

Personnel Authorities Conclusion

It is difficult to meet all the HR needs of the CR with existing personnel authorities. If reservists are classified as members of the Civil Service, exceptions to chapter 33 (competitive hiring) and chapter 51 (GS pay) of Title 5 U.S.C. are necessary. Schedule A and Schedule B offer statutory exception to chapter 33, but not chapter 51. As cited earlier, exemption from the appointment provisions of chapter 33 of Title 5 is the minimum requirement for Excepted Service; positions may also be excused from other personnel provisions (i.e., position classifications, pay, leave, and retirement) of Title 5 as well. However, S/CRS would need to gain these exceptions for the CR either by statute or by OPM.

Reservists do not meet the qualifications of existing Foreign Service personnel classifications as they are intended by statute and policy. The current structure of the FS (FSO, FP, FC, and FSN) is not designed to accommodate the arrangement of the CR.

Policy and regulatory research indicate that the reservist will require a new type of employment classification as existing law is insufficient to meet the CR's needs. Section 8 provides language to address the personnel needs of the CR.

4.9.3 Analysis of Compensation (Base Pay, Differentials, Allowances, and Pay Banding)

This section examines the types of compensation offered by the Federal Government relevant to the needs of the CR and was examined independent of personnel authorities. The types of compensation considered include basic pay, premium pay, differentials, allowances, bonuses, and awards statutorily permitted within Titles 5 and 22 of the U.S. Code.

The GS is the basis for Civil Service basic pay and is the pay system under which most Federal employees fall. 5 U.S.C. chapters 51 and 53 establish the GS and employee classifications. Although OPM provides government-wide guidance, each Federal agency is responsible for administering the appropriate pay policies and programs for its own employees.

The Foreign Service pay structure is governed by the FSS. Title 22 U.S.C. § 3963 establishes the FSS, which consists of nine salary classes. The Secretary of State assigns FS personnel to appropriate salary classes in the FSS (22 U.S.C. § 3964). 22 U.S.C. § 3925 requires the FS be as compatible with other Federal personnel systems as possible.

Although the FS attempts compensation parity with the Civil Service for allowances, differentials, bonuses, and awards, there are some variations. Rules and regulations governing compensation are outlined by OPM and in U.S. Code and the FAM. They allow and prevent a variety of pay type



combinations. During BearingPoint's discovery process, the main differences between the FS and Civil Service were determined to be in allowances and death gratuities. Aside from the disparities, both the Civil Service and Foreign Service are statutorily limited by pay caps (5 U.S.C. § 5307).

This section addresses the legal maximum compensation that Federal employees can earn and presents the mechanisms by which basic pay can be increased; it does not address the multiple combinations in which one may achieve the maximum pay.

The following are types of compensation that contribute towards an employee's aggregate pay cap:

- **Basic Pay** is defined as the total amount of pay received at a rate fixed by law for the position held by an employee and is established chiefly by the GS or FSS.
- **Premium Pay** includes overtime pay, comp time off, night pay, holiday premium pay, and law enforcement pay.
- **Locality Pay** adjusts salaries based on labor market conditions and cost of living (CONUS).
- **Allowances, Differentials, Bonuses, and Awards** include, but are not limited to, cost of living, post, danger, hardship, difficult to staff, quarters, recruitment, relocation, and retention.

Pay Cap Discussion

Federal pay is limited for the calendar year and cannot exceed the rate of the Executive Schedule I (EX-I) or the rate of the Vice President (established in 3 U.S.C. § 104) depending upon the employee classification as defined in U.S. Code. Employment classifications, which determine the applicable limit, are defined by 5 U.S.C. §§ 5307 (a), 5376, 5383 and 22 U.S.C. §§ 332 (f), 603, 604. Aggregate annual compensation includes basic pay, premium pay, allowances, differentials, bonuses, and awards.

Premium pay, although it contributes towards the aggregate pay cap, is limited to a lower rate than the aggregate pay cap. The premium pay cap includes the combination of basic pay plus premium pay (overtime, comp time off, night, holiday premium, and law enforcement). An employee's premium pay is statutorily limited (5 U.S.C. § 5547) to the greater of GS-15 plus locality pay *or* Executive Schedule V (EX-V). Premium pay is not eligible to rollover from year to year (5 U.S.C. §§ 5541-5550).

Premium compensation caps were recently increased for those working in Iraq or on other anti-terrorism efforts to \$200,000 for pay year 2006 by the National Defense Authorization Act for FY 2006 (P.L. 109-163).

Premium pay accrued above the premium pay cap cannot rollover to succeeding years; however, employees can continue earning allowances, differentials, bonuses, and awards above the premium pay cap up to limits set by the aggregate pay cap (5 U.S.C. § 5307). These types of pay (allowances, differentials, bonuses, and awards) are eligible to rollover to successive years. Rollovers continue into succeeding years as necessary until all outstanding amounts are paid.

Table 4-18 presents the legal authority for the various Federal allowances, differentials, bonuses, and awards.

Table 4-18. Federal Allowances, Differentials, Bonuses, and Awards (Titles 5 and 22)

	Title 5 U.S.C. Office of Personnel Management (OPM)	Title 22 U.S.C. Foreign Affairs Manual (FAM)
Base Pay	The GS is a schedule of annual rates of base	The President shall establish a Foreign Service



	Title 5 U.S.C. Office of Personnel Management (OPM)	Title 22 U.S.C. Foreign Affairs Manual (FAM)
	pay, consisting of 15 grades, designated "GS-1" through "GS-15," consecutively, with 10 rates of pay for each grade. OPM sets regulations regarding pay policies. 5 U.S.C. §§ 5331-5338	Schedule that shall consist of nine salary classes and that shall apply to members of the Service. The maximum salary rate for the highest class established (class 1), may not exceed the maximum rate of basic pay prescribed for GS-15 of the GS per 5 U.S.C. § 5332. Salary rates established under FSS shall be adjusted in accordance with 5 U.S.C. § 5303. 22 U.S.C. § 3963
Special Authority (Base Pay)	Authority to increase the base pay due to special circumstances. Agency head (Secretary of State) may determine the amount of increase due to special circumstances. 5 U.S.C. § 5305 (a)(2) - Special Pay Authority	4 FAH-3 H-530
Pay Banding	Requires an exception from the GS. (see discussion below)	Language provided in a potential Foreign Service Modernization Act.
Locality Pay	Designed to narrow the pay gap between Federal and non-Federal salaries and is payable within each locality determined to have a pay disparity greater than 5%. Locality pay applies to GS employees in the continental United States (CONUS). It does not cover overseas GS employees. 5 U.S.C. § 5304, 5 CFR part 531, subpart F	22 U.S.C. § 3974 3 FAM-2360
Premium Pay General Exclusions	Premium pay is generally not available to an employee whose pay is fixed and adjusted from time to time in accordance with prevailing rates under subchapter IV of chapter 53 of title 5, U.S.C., or by a wage board. 5 CFR 550.101	Premium pay is generally not available to a Foreign Service officer or a member of the Senior Foreign Service. 5 CFR 550.101
Overtime Pay (Premium Pay)	Employees with rates of basic pay greater than the basic pay for GS-10, step 1, the overtime hourly rate is the greater of: the hourly rate of basic pay for GS-10, step 1, multiplied by 1.5, <i>OR</i> the employee's hourly rate of basic pay. 5 U.S.C. § 5542(a)(2) An employee is an executive, and thus exempt from the Fair Labor Standards Act (FLSA) overtime provisions, if he or she is a supervisor or manager who manages a Federal agency or any subdivision thereof and "customarily and regularly directs the work of subordinate employees" (5 C.F.R. 551.205).	See compensatory time off (below). 22 U.S.C. § 3658 3-FAH-2 H-200
Compensatory Time Off (Premium Pay)	Special compensatory time off means time off from work during the employee's basic workweek, including a regularly scheduled overtime period, in return for an equal amount of regularly scheduled overtime work while stationed at certain designated posts. 5 U.S.C. § 5926 5 U.S.C. § 5921	For irregular overtime work scheduled after the beginning of the administrative workweek, eligible Foreign Service and Civil Service employees whose basic annual pay exceeds the maximum rate for GS-10 are granted regular compensatory time off instead of overtime pay. An exception to this policy may be authorized by M/FMP/DFO (5 CFR 550.101(b)(17/18)) at the request of an executive director whose personnel are frequently required to perform irregular overtime work.



	Title 5 U.S.C. Office of Personnel Management (OPM)	Title 22 U.S.C. Foreign Affairs Manual (FAM)
		Chapter 800 of the Standardized Regulations for Government Civilians, Foreign Areas designates the posts where special compensatory time off under this authority may be authorized. 5 U.S.C. § 5926 5 U.S.C. § 5921
Night Pay (Premium Pay)	Generally, night work refers to regularly scheduled work that occurs between the hours of 6:00 pm and 6:00 am. An employee is paid basic pay plus premium pay amounting to 10% of that basic rate. The head of an agency may designate a time after 6:00 pm and a time before 6:00 am as the beginning and end, respectively, of night work at a post outside the U.S., where the customary hours of business (6:00 am to 6:00 pm) extend into the hours of night work. Night pay is paid in addition to overtime, Sunday, or holiday premium pay and is not considered basic pay for any purpose. 5 U.S.C. § 5545 5 CFR 550.121	Generally, night work refers to regularly scheduled work that occurs between the hours of 6:00 pm and 6:00 am. An employee is paid basic pay plus premium pay amounting to 10% of that basic rate. The head of an agency may designate a time after 6:00 pm and a time before 6:00 am as the beginning and end, respectively, of night work at a post outside the U.S., where the customary hours of business (6:00 am to 6:00 pm) extend into the hours of night work. Night pay is paid in addition to overtime, Sunday, or holiday premium pay and is not considered basic pay for any purpose. 5 U.S.C. § 5545 5 CFR 550.121 3 FAM 3135
Holiday Pay (Premium Pay)	For work performed on a holiday, an employee is entitled to holiday pay for up to 8 hours at the rate of 100% of basic pay, in addition to overtime and other applicable premiums. Premium compensation for night, Sunday, and holiday work is provided under 5 U.S.C. Chapter 55 Subchapter V-Premium Pay. 5 U.S.C. § 6103	FO and FE employees are not eligible for holiday premium pay but are eligible for compensatory time under section 412 of the Foreign Service Act for work on a holiday. Holiday premium pay may not be paid for work performed on local holidays. 3 FAM 3132 GENERAL RULES 22 U.S.C. § 3972
Sunday Pay (Premium Pay)	For regularly scheduled work performed on a Sunday, an employee is entitled to Sunday pay at the rate of 25% of basic pay, in addition to overtime and other applicable premiums. A full-time <i>employee</i> , as defined in 5 U.S.C. 5541(2), is entitled to Sunday premium pay. 5 U.S.C. Chapter 55 5 U.S.C. § 5546	Premium compensation for night, Sunday, and holiday work is provided under 5 U.S.C. Chapter 55 Subchapter V-Premium Pay. 5 U.S.C. § 5546 3 FAM 3132 GENERAL RULES
Law Enforcement Availability Pay (LEAP) (Premium Pay)	LEAP is equal to 25% of the agent's grade and step, awarded because of the large amount of overtime that these agents are expected to work. LEAP is paid in lieu of traditional time-and-a-half overtime pay. 5 U.S.C. § 5545a	LEAP is provided in accordance with 5 U.S.C. 5545a and the regulations in 5 CFR 550.181 - 550.187. LEAP for special agents in the Diplomatic Security Service is provided in accordance with 3 FAM 3154. 5 U.S.C. § 5545a 3 FAM 3154
Cost of Living Allowances (COLA)	Maximum 25% of base pay, set by OPM. Where both a COLA and a post differential are allowed, the Government pays the full COLA and a partial differential so as not to exceed 25% of the employee's hourly rate of basic pay. COLAs are exempt from Federal income taxes;	An allowance based on a percentage of "spendable income" that varies depending on salary and family size. The post allowance is paid once the overall cost of goods and services for the foreign post are at least 3% above the same goods and services in the Washington, D.C. area (the base of Washington, D.C. is



	Title 5 U.S.C. Office of Personnel Management (OPM)	Title 22 U.S.C. Foreign Affairs Manual (FAM)
	post differentials are not. 5 U.S.C. §5941, §5924 and Executive Order 10000 (as amended) authorize the payment of COLAs in non-foreign areas.	mandated by Law). Costs considered for the U.S. Government employee include any special arrangements U.S. Government civilians have such as commissary, Post Exchange (PX), pouch, APO, and FPO. DSSR 220 and 960 Omnibus Exhibit. DSSR 920, for post allowance rates; DSSR 229.1 for actual tables of the post allowances)
Uniform Allowance	\$400 maximum. OPM can increase uniform expenses. Authority resides with OPM. 5 U.S.C. § 5901 5 U.S.C. § 5902	Provides for uniform allowance <i>only</i> for the Panama Canal Commission. Otherwise, no other uniform provisions in Title 22. (22 U.S.C. § 3712)
Quarters Allowance (CONUS)	The head of an agency may provide, directly or by contract, an employee stationed in the United States with quarters and facilities when conditions of employment or of availability of quarters warrant the action. 5 U.S.C. § 5911	Not Applicable
Living Quarters Allowance Foreign Countries (OCONUS)	Under regulations set by agency head and approved by the President, an employee who is a citizen of the United States permanently stationed in a foreign country may be furnished, without cost to him, living quarters, including heat, fuel, and light, in a Government-owned or -rented building. The rented quarters may be furnished only within the limits of appropriations. 5 U.S.C. § 5912	Allowance provided for private leased quarters in lieu of Government-provided housing intended to cover most if not all expenses for rent, utilities, and other allowable expenses. DSSR 100; 130; and 960 LQA Worksheet. DSSR 920 for LQA rates. Additional amounts of up to 10%, 20%, or 30% above the 920 amounts are allowed for larger families (DSSR 135.4) Guidance for homeowners is at DSSR 136.
Recruitment and Relocation	GS employee; approved by OPM. Recruitment and Relocation bonuses cannot exceed 25% of basic pay, but can go as high as 50%. The total of these bonuses may not exceed 100% of basic pay. 5 U.S.C. § 5753	Provides recruitment and relocation bonuses to the DoS subject to 25% limitation (5 U.S.C. § 5754) and only if the employee enters into an agreement to complete a period of employment. 3 FAM 3181
Retentions Bonus	GS employees; approved by OPM. Retention bonus may not exceed: 10%–25% of the employee's basic pay. OPM may waive the limit and permit a retention bonus of up to 50% of basic pay for critical needs. 5 U.S.C. § 5754	Provide retention bonuses to the DoS employees subject to 5 U.S.C. § 5754 limitations. 3 FAM 3181
Post Differential/ Hardship	A post differential may be granted to an employee officially stationed in the United States who is on extended detail in a foreign area. A post differential under this subsection may not exceed 25% of the rate of basic pay. Employees may be granted an additional differential for an assignment to a post determined to have especially adverse conditions of environment that warrant additional pay as a recruitment and retention	Additional compensation of 5% to 35% over basic compensation granted pursuant to Title II, Part D of the Overseas Differentials and Allowances Act (P.L. 86-707) and provisions of this chapter to employees (Sections 031.3 and 040i) at differential posts. Percentage of basic compensation (5%, 10%, 15%, 20%, 25%, 30%, or 35%) for environmental conditions significantly worse than in the United States. In addition to being paid to permanently



	Title 5 U.S.C. Office of Personnel Management (OPM)	Title 22 U.S.C. Foreign Affairs Manual (FAM)
	<p>incentive for the filling of positions at that post. It may not exceed 15% of the rate of basic pay of that employee for the period served under that assignment.</p> <p>5 U.S.C. § 5925</p>	<p>assigned personnel, it may also be paid to employees on extended detail either from the United States or from foreign posts where they are eligible for LQA.</p> <p>P.L. 86-707</p> <p>3 FAM 3261.1</p> <p>Chapter 500 DSSR and 960 Omnibus Exhibit DSSR 920, for post differential rates</p>
Danger Pay Allowance	<p>Danger pay allowance on the basis of civil insurrection, civil war, terrorism, or wartime conditions that threaten physical harm or imminent danger to the health or well-being of the employee.</p> <p>May not exceed 25% of the basic pay of the employee (35% of the basic pay of the employee in the case of an employee of USAID).</p> <p>In each instance where an allowance under this section is initiated or terminated, the Secretary of State shall inform the Speaker of the House of Representatives and the Committee on Foreign Relations of the Senate of the action taken and the circumstances justifying it.</p> <p>5 U.S.C. § 5928</p>	<p>DSSR 652" f" danger pay is a percentage of basic compensation (15%–35%) paid for imminently dangerous conditions when the official U.S. community is the target of political violence. In addition to being paid to permanently assigned personnel, it may be paid to employees on temporary duty or detail to the post. (See DSSR 920, footnote "p" for 652" f" danger pay posts.)</p> <p>DSSR 652" g" danger pay is specifically for civilians accompanying/working directly with uniformed military. This would generally be when on temporary duty or detail rather than permanently assigned. It is paid only after the Secretary of State has approved for civilians the location that has already been designated for imminent danger pay for the military. The amount is the same as for the military (currently \$150 per month), but is generally paid on a daily basis rather than once every 30 days as for the military. (See DSSR 920, footnote "v", for 652" g" danger pay posts.)</p> <p>DSSR 652 "f" and "g" danger pays cannot be paid at the same time. No location has both designations.</p> <p>The danger pay allowance may be granted separately from any grant of post differential in Chapter 500 and may be granted at foreign posts or country/areas that have no post differential. (Other references for Danger Pay: DSSR 650 and 960 Omnibus Exhibit)</p>
Hostile Fire Pay	<p>The head of an Executive agency may pay an employee hostile fire pay at the rate of \$150 for any month in which the employee was—</p> <p>(1) subject to hostile fire or explosion of hostile mines;</p> <p>(2) on duty in an area in which the employee was in imminent danger of being exposed to hostile fire or explosion of hostile mines and in which, during the period on duty in that area, other employees were subject to hostile fire or explosion of hostile mines; or</p> <p>(3) killed, injured, or wounded by hostile fire, explosion of a hostile mine, or any other hostile action.</p> <p>An employee may not be paid hostile fire pay for periods of time during which the employee receives a post differential because of</p>	



	Title 5 U.S.C. Office of Personnel Management (OPM)	Title 22 U.S.C. Foreign Affairs Manual (FAM)
	exposure to political violence (5 U.S.C. § 5925) or danger pay (5 U.S.C. § 5928). 5 U.S.C. § 5949	
Difficult to Staff Differential		Percentage over basic compensation (15%) for serving at an agency-determined difficult to staff post that has a 15%–35% Post (“Hardship”) Differential. Only employees eligible to receive Post Differential as defined in Chapter 500 may receive the Difficult To Staff Incentive Differential. If the post is also authorized for danger pay allowance, the combination of the danger pay allowance and the Difficult To Staff Incentive Differential may not exceed 35% of the basic compensation. DSSR 1000
Pay Authority for Critical Positions	OPM, in consultation with OMB, may grant authority to fix the rate of basic pay for one or more positions in such agency in accordance with this section. The position must require expertise of an extremely high level in a scientific, technical, professional, or administrative field and be critical to the agency’s successful accomplishment of an important mission. 5 U.S.C. § 5377	
Per Diem	Per diem allowance at a rate not to exceed that established by the Administrator of General Services for travel within the continental United States, and by the President or his designee for travel outside the continental United States. 5 U.S.C. § 5702	Foreign per diem rates are updated monthly, effective from the first of each month. They consist of a lodging portion and a meals and incidental expense (M&IE) portion. Because taxes are included in the foreign lodging portion and laundry and dry cleaning expenses are accounted for in the foreign incidental expense portion, separate claims for reimbursement of these amounts are not allowed for foreign travel. DSSR 925
Awards	Promotion awards, awards for superior accomplishments. 5 CFR 451 5 U.S.C. §§ 3362, 4502–4506	An increase to the next higher step of the member’s class for especially meritorious service. 22 U.S.C. §§ 3965-3966 3 FAM 3121.3 Meritorious Service Increase (MSI)

Pay Banding Discussion

BearingPoint recommends pay banding, a flexible pay system, for the CR. Within the Civil Service, exception from Chapter 51 of Title 5 is necessary to utilize a pay scheme other than the General Schedule. Exceptions can be statutorily based or granted by OPM.

The common objectives of pay banding are to:

- Reduce the number of distinctions between levels of work at the different grade levels, thereby greatly simplifying the process and eliminating substantial paperwork for employees to advance to another level of work and pay



- Allow for more competitive recruitment of quality candidates at differing rates within the appropriate pay banding levels
- Allow employees to move within the band to higher levels of pay, based on level of work performed, without going through a competitive promotion process (DoD Acquisition Workforce Personnel Demonstration Project, Defense Procurement and Acquisition Policy).

Compensation Conclusion

The compensation needs of the CR recommend a flexible pay schedule. Using pay systems other than the General Schedule require exception from chapter 51 of Title 5 U.S.C. if reservists are designated Civil Service. There are numerous allowances and differentials that are statutorily based in the Federal Government and are available for use at the discretion of agency heads. Aggregate pay limitations are statutorily fixed in Title 5, and flexible use of allowances and differentials cannot exceed these limits.

4.9.4 Benefits

This section examines the legal authority as well as the eligibility requirements for benefits BearingPoint recommends for the CR. See HR section 4.6.4.2 for more detail on benefits.

Federal benefits (workers compensation, retirement, insurance, etc.) are statutorily based and outlined in Title 5 U.S.C. chapters 81-90. Congress authorizes OPM and agency heads to set and apply rules to determine eligibility in most cases. Most Federal employees are eligible for Federal benefits unless the position is excluded by law or regulation. Typically, a 365-day appointment of continuous service is necessary to be eligible for most benefits. However, there are numerous special provisions for part-time or intermittent employment, temporary appointments, and specifically addressed positions.

Table 4-19 indicates the legal authority for the Federal Government to extend the recommended benefits to employees. Eligibility requirements for the benefits follow this chart.

Table 4-19. Description of Federal Benefits and Relevant Legal Authority

Benefit	Description	Legal Authority
Medical	Coverage for basic health care; may extend beyond the individual to include dependents at the employee's discretion for an additional fee. Often provides a choice of plans so employees can select the coverage most appropriate for individual situations. Usually, employers and employees share the cost, and the employee's portion is paid through payroll deductions. In some instances, the employer bears 100% of the costs.	5 U.S.C. chapter 89, § 8903 5 CFR part 890 OPM is responsible for implementation of governmentwide health insurance plans, including Federal Employees Health Benefits plan (FEHB). (See section below for more on FEHB eligibility.)
Dental	Coverage for basic dental care; may extend beyond the individual to include dependents at the employee's discretion for an additional fee. Often provides a choice of plans so employees can select the coverage most appropriate for individual situations. Usually, employers and employees share the cost, and the employee's portion is paid through payroll deductions. In some instances, the employer bears 100% of the costs.	FEHB; Public Law 108-496 The 2004 Federal Employee Dental and Vision Benefits Enhancement Act sets forth provisions for the establishment of programs through which current and retired Federal employees and their family members and dependents may obtain enhanced dental and vision benefits to supplement those available under the FEHB (Congressional Research Service summary).
Vision	Not as prominent as medical and dental, vision coverage can range from minimal to complete care—from limited subsidization of doctor visits and eyewear to comprehensive support for	See description of 2004 Federal Employee Dental and Vision Benefits Enhancement Act (above).



Benefit	Description	Legal Authority
	ophthalmologic services and equipment. Vision care is often provided as an elective in cases where the employer and employee are sharing benefits costs.	
Life Insurance	Provides a form of immediate protection against financial hardship or loss in the event of death; not generally offered as a form of term life insurance with a cash value, such as might be purchased privately. USG employees are eligible to participate in the FEGLI plan, which offers low rates paid through payroll deductions. USG pays one-third of the cost of this insurance.	Public Law 83-598 authorized the creation of the FEGLI Program; the law governing the program is found in 5 U.S.C. chapter 87. 5 CFR 870 outlines program regulations. (See section below for more on FEGLI eligibility.)
Accidental Death and Dismemberment Insurance	Provides funds in the event of fatal accidents or accidents that result in the loss of a limb or eyesight. For benefits to be paid, the death or loss must occur not more than one year from the date of the accident and be a direct result of bodily injury sustained from that accident, independent of all other causes. This insurance is provided as a standard part of the FEGLI package for USG employees at no additional cost.	Accidental Death and Dismemberment coverage is an automatic part of Basic and Option A insurance under FEGLI. (See section following table for more on FEGLI eligibility.)
Short-term Disability Insurance and FECA	Protects people against financial disaster when they are temporarily unable to work due to sickness or injury. Private sector and some state and local government employers provide this through short-term disability insurance, often paying the entire premium or up to a certain coverage level. The Federal Employees' Compensation Act (FECA) allows USG employees to continue to receive 100% of their pay and benefits during the period covered by accrued, advanced, or donated leave.	5 U.S.C. § 8102 The United States shall pay compensation for the disability or death of an employee resulting from personal injury sustained while in the performance of his/her duty. (See Workers' Compensation section below for more on FECA eligibility.)
Long-term Disability (LTD) Insurance and Disability Retirement	Protects people against financial disaster when they are unable to work over the long term because of an accident or illness. In the private sector and in some state and local governments, LTD replaces a portion of regular pay on a tax-free basis. USG employees may be eligible for disability retirement if they have 18 months creditable service under the Federal Employees Retirement System (FERS) or 60 months creditable service under the Civil Service Retirement System (CSRS), and OPM approves their disability-based retirement. Social Security may also be available.	5 U.S.C. chapter 90 Established the Federal Long Term Care Insurance Program (FLTCIP). OPM is responsible for management of the program. (See section following table for more on FLTCIP eligibility.)
Workers' Compensation and FECA	FECA provides compensation and medical care for employees for disability due to personal injuries sustained while in the performance of duty. These benefits are called worker's compensation. The term "injury" includes, in addition to injury by accident, a disease proximately caused by the employment. The law also provides for the payment of funeral and burial expenses and compensation for the dependents if the injury or disease causes death.	Title 5 U.S.C. chapter 81 Compensation for work-related injuries (chapter 81, subchapter I) (See section following table for more on FECA eligibility.)
Retirement Plans	Provides post-retirement financial security; can involve a variety of programs depending on the organization. USG offers FERS and CSRS as two primary mechanisms requiring a minimum amount of creditable service in order to draw from the	Civil Service 5 U.S.C. chapter 84 establishes the Federal Employees Retirement System Foreign Service Chapter 8 of the Foreign Service Act of 1980,



Benefit	Description	Legal Authority
	system. State and local governments offer similar systems. Most private-sector organizations offer tax-deferred retirement savings programs such as 401(k), and some government entities offer similar programs through mechanisms such as section 457.	as amended, 22 U.S.C. § 4041 Title 5, U.S.C (chapters 83 and 84) Multiple Executive Orders (See section following table for more on FERS eligibility.)
Paid Leave	Includes vacation, personal leave, regional rest and recreation breaks (RRBs), home consultation visits, and related programs. Amounts and specifications vary widely by organization as well as the relationship of the employee to the organization.	Compensatory time off at certain posts in foreign areas. 5 U.S.C. § 5926
Paid Holidays	USG employees (including overseas) are afforded 10 Federal holidays. In addition to these holidays, DoS also observes some local holidays celebrated at overseas posts of assignment. Employees working on these holidays are provided a pay premium.	Federal holidays 5 U.S.C. § 6103
Overtime Pay	Additional pay for hours worked beyond full-time (generally 40 hours). Amounts vary by organization; some USG agencies credit overtime at a set GS level regardless of the individual's grade, while other employers pay base salary or 1.5 times base pay for hours worked over the regular amount.	See discussion in compensation section 4.9.3 for overtime eligibility. Under the amended 5 U.S.C. 5542(a)(2), for employees with rates of basic pay greater than the basic pay for GS-10, step 1, the overtime hourly rate is the greater of: (1) the hourly rate of basic pay for GS-10, step 1, multiplied by 1.5, or (2) the employee's hourly rate of basic pay.
Family and Medical Leave	The Family and Medical Leave Act (FMLA) of 1993 entitles all employees to a maximum of 12 work weeks of unpaid leave during a 12-month period for birth to the employee and the care of the newborn; placement of a child with an employee for adoption or foster care; care of a dependent with a serious health condition; or serious health condition of the employee that makes an employee unable to perform the major job functions.	Public Law 103-3
Credit Union	Found often in Federal, state, and local government and in professions supported by strong unions. Employees are granted the right to join the relevant credit union and this membership is a lifetime benefit.	State established the State Department Federal Credit Union in 1935. All DoS employees are eligible to bank with the Credit Union.
Employee Assistance Programs	Support and counseling to employees for a variety of issues depending upon the scope of the program; can range from counseling on work-related issues only to the complete support of work, personal, family, and other issues, inclusive of alcohol- and drug-related problems, psychological episodes and mental health conditions, and similar issues.	DoS offers all permanent employees and their family members access to Information Quest, which is a counseling, education, and referral service to help employees manage personal and professional responsibilities. See section following table for more on EAPs.
Legal Assistance Programs	Provides free or reduced-cost access to a wide range of legal services such as estate planning and other types of support.	Identified in benchmarking sessions as possible benefit.
Housing and Food Allowances	Subsidizes housing and meals for deployed personnel. Per diem is a common form of allowances found in government but is not the only form of subsidy for housing and food used in government.	Quarters Allowance 5 U.S.C. § 5923 3 FAM 3200



Benefit	Description	Legal Authority
Family Support Programs	Formal programs that provide assistance to family members pre-, during, and post-deployment. Examples include points of contact (POCs) in the U.S. and abroad, active support networks and programs, and other family care services.	State offers Information Quest to family members and the Family Liaison Office. There are many military-based examples to consider including Family Readiness Program and National Guard Family Support.
Casualty Assistance	Next-of-kin (NOK) notification by casualty area of command, military escort of remains, U.S. flag for casket provided at government expense, assistance to NOK with benefit entitlements, family counseling, and related services after employee casualty.	The Office of Casualty Assistance (M/DGHR/OCA) is responsible for administrative assistance and ongoing support following the death of any U.S. citizen CS or FS employee of DoS and of any eligible family member whose employee sponsor is assigned abroad. 3 FAM 2551
Death Gratuity	Compensation payable to eligible beneficiaries upon the death of Federal employees who die in the line of duty.	Civil Service: 5 U.S.C. § 8133 P.L. 104-208 Section 651 Foreign Service: 22 U.S.C. § 3973 5 U.S.C. § 8133 3 FAM 3650 Death benefits for death in the performance of duty

Benefits and Eligibility

Eligibility for Federal benefits is usually dependent upon the duration of appointment. This section summarizes eligibility requirements for the benefits outlined above.

Federal Employee Health Benefits (FEHB)

Chapter 87 of Title 5 U.S.C. outlines the structure of Federal health benefits. Federal employees are eligible to elect FEHB coverage, unless the position is excluded by law or regulation. OPM is the authorizing agent and contracts with carriers to offer health insurance to Federal employees (5 U.S.C. § 8902).

Part-time career employment and certain interim appointments are entitled to some FEHB coverage. Part-time career employees (working 16 to 32 hours a week or 32 to 64 hours biweekly) are entitled to a partial government contribution in proportion to the number of hours scheduled to work in a pay period (OPM, Health Benefits Eligibility).

Temporary employees are statutorily excluded from FEHB in 5 U.S.C. § 8906(a). A temporary employee is statutorily limited to one year or less or expected to work less than six months in each year. Employees paid on a contract basis are also excluded from FEHB coverage. However, there are exceptions to these provisions:

- Full-time or part-time temporary appointment that has a regular tour of duty and follows a position in which the employee was insured, with a break in service of no more than three days
- Temporary employee who receives a provisional appointment as defined in 5 CFR 316.401 and 316.403
- Appointment follows a position in which the employee was insured previously with a break in service of no more than 3 days



- U.S. citizen appointed by a contract with the Federal employing authority, which requires personal service and paid on the basis of units of time
- When work schedule provides for full-time or part-time service with a regularly scheduled tour of duty

OPM makes the final determination regarding eligibility of an employee or a group of employees.

Federal Employee Group Life Insurance (FEGLI)

Congress authorizes OPM to solicit and establish Federal life insurance for employees in chapter 87 of Title 5 U.S.C. All Federal employees are eligible for life insurance unless they are excluded by law or regulation. According to the FEGLI Handbook, there are two types of life insurance under the FEGLI Program: Basic and Optional.

All eligible employees are automatically enrolled in Basic insurance, unless the coverage is waived. The Handbook outlines eligible employees. Intermittent and part-time employees are excluded from FEGLI coverage by regulation, however there are exceptions:

- The full-time or part-time temporary appointment has a regular tour of duty and follows a position in which the employee was insured, with a break in service of no more than 3 days (unless during that prior position had already completed 12 months in non-pay status);
- OPM approved career-related work-study program under Schedule B lasting at least one year and in pay status for at least one-third of the total period of time, from the date of the first appointment to the completion of the work-study program.

OPM makes the final determination regarding exceptions and exclusions of FEGLI.

Federal Employee Compensation Act (FECA)

DoL is authorized to administer FECA worker's compensation by 5 U.S.C. §§ 8101-8193. Eligibility requirements are outlined by DoL. All civilian employees, except those paid from non-appropriated funds, are covered.

FECA coverage is extended to Federal employees regardless of the length of time on the job or the type of position held. Probationary, temporary, and term employees are covered on the same basis as permanent employees. Also, part-time, seasonal, and intermittent employees are covered. Contract employees, volunteers, and loaned employees are covered under some circumstances.

Federal Long Term Care Insurance Program (FLTCIP)

OPM has authority to establish long-term care insurance programs on behalf of the Federal Government (5 U.S.C. chapter 90). Most Federal employees are eligible for the program. Employees eligible for FEHB are usually eligible for FLTCIP. Employees do not need to be enrolled in FEGLI or FEHB to enroll in FLTCIP.

Employees who are not eligible for FLTCIP include the following:

- An employee who is serving under an appointment limited to one year or less AND who has not completed one year of current continuous employment, excluding any break in service of five days or less
- An employee who is expected to work less than six months in each year



- An intermittent employee (a non-full-time employee without a prearranged regular tour of duty)
- An employee paid on a contract or fee basis
- An employee paid on a piecework basis, except one whose schedule provides for full-time service or part-time service with a regular tour of duty

Exceptions include employees who meet the following distinction:

- Even if paid on a contract or fee basis, employees who are citizens of the United States and are appointed by a contract between the employee and the Federal employing authority that requires their personal service and is paid on the basis of units of time.

Employee Assistance Programs (EAP)

There are a variety of counseling programs for Federal civilian employees established by U.S. Code, multiple Public Laws, and Executive Orders (OPM Health Employee Health Services Handbook, online version), as described below:

- Agencies must extend counseling services, to the extent feasible, to family members of employees who have alcohol and drug problems and to employees with family members who have substance abuse problems (Public Laws 96-180 and 96-181).
- Federal agencies must establish appropriate prevention, treatment, and rehabilitative programs and services for alcohol and drug abuse problems for Federal civilian employees (5 U.S.C. §§ 7361 and 7362, the Federal Employee Substance Abuse Education and Treatment Act of 1986, and Title 5 CFR Part 792).
- Agency heads are required to establish health services programs for employees and expand counseling programs for substance abuse programs to broad-range programs that provide counseling for other personal problems, such as family, financial, or marital problems. (Public Law 79-658).
- Agencies must establish a drug-free Federal workplace program, including an EAP as an essential element in achieving a drug-free workforce (Executive Order 12564).

Federal Employees' Retirement System

The Civil Service and Foreign Service offer retirement benefits for current and former employees. Five years' employment is the minimum number of years of service required to be eligible for retirement benefits. Years of service determine when retirement benefits can be claimed. Individuals who have non-career Foreign Service appointments are excluded from Foreign Service Retirement and Disability System (FSRDS) and the Foreign Service Pension System (FSPS), and can participate in CSRS or FERS, as appropriate. These systems are described below:

- Civil Service Retirement System (CSRS)
 - CSRS is for eligible Federal employees who entered the Civil Service on or before December 31, 1983.
 - Basic annuity is computed on length of service and "high-3" average pay. "High-3" average pay is the highest average basic pay earned during any three consecutive years of service (5 U.S.C. chapter 83).
- Federal Employees Retirement System (FERS)
 - FERS is for eligible employees who entered the Civil Service on or after January 1, 1984.



- Employees pay Social Security taxes and a small contribution to the Basic Benefit Plan. Agencies contribute an amount equal to 1% of basic pay each pay period into the employee's Thrift Savings Plan (TSP) account. Employees may make tax-deferred contributions to the TSP, and a portion is matched by the Government (5 U.S.C. chapter 84).
- Foreign Service Retirement and Disability System (FSRDS)
 - The FSRDS is the Foreign Service equivalent of the CSRS as described in chapter 83 of Title 5, U.S.C. Participation in this plan is not available to newly hired USG participants (3 FAM 6110).
- Foreign Service Pension System (FSPS)
 - The FSPS is the Foreign Service equivalent of the FERS, as described in chapter 84 of Title 5, U.S.C. In general, all eligible employees hired after December 31, 1983, participate in the FSPS.

Death Gratuity

Compensation in the Civil Service is established by the Federal Employee Compensation Act (FECA) and the Omnibus Consolidated Appropriations Act. FECA establishes monthly compensation for eligible beneficiaries, as defined in 5 U.S.C. § 8133, equal to a percentage of the monthly pay of the deceased employee. Department and agency heads are authorized to pay \$10,000 in a death gratuity to eligible beneficiaries upon the death of a Federal employee who dies in the line of duty (Public Law 104-208, Sec. 651).

A major difference between standard Federal and Foreign Service benefits occurs in the payment of a larger death gratuity for those employees in the Foreign Service. The Foreign Service survivor receives FECA benefits as well as one year's salary at the time of death. The Foreign Service Act section 413 defines one year's salary as the employee's full annual salary (rate of basic pay) or full cash wage, locality pay, and law enforcement availability pay that the employee was receiving at the time of death. Table 4-20 provides a further examination of Federal death gratuities.

Table 4-20. Analysis of Death Benefits

Standard Government Death Benefit	
Features	<ul style="list-style-type: none"> ▪ Burial expenses not to exceed \$800 are payable. ▪ Transportation of the body to the employee's former residence in the United States is provided where death occurs away from the employee's home station. ▪ A \$200 allowance is payable for the administrative costs of terminating an employee's status with the Federal Government. ▪ The United States shall pay a monthly compensation equal to a percentage of the monthly pay of the deceased employee to the widow, minor children, or other specified dependent relatives (5 U.S.C. § 8133). ▪ Agency heads may pay an amount up to \$10,000 (including other FECA amounts) as a death gratuity to the personal representative of any Federal civilian employee (P.L. 104-208 Sec. 651).
Requirements	<ul style="list-style-type: none"> ▪ Death results from an injury sustained in the performance of duty.
Limitations	<ul style="list-style-type: none"> ▪ Total monthly compensation not to exceed 75% of the employee's base salary at the time of death or GS-15 step 10. ▪ Payments will be for the lifetime of the widow or widower if he or she does not remarry before age 55. Remarriage after age 55 does not affect benefits. Children are eligible to receive monthly compensation until age 18 (or age 23 if they remain full-time students, and for life if they are disabled and incapable of self-support).
Additional Foreign Service Death Gratuity Benefit	
Features	<ul style="list-style-type: none"> ▪ The survivor is eligible for one year's salary of the employee at the time of death (Foreign Service Act of 1980 § 413).



Standard Government Death Benefit

Requirements	<ul style="list-style-type: none"> A member of the Foreign Service or a U.S. representative to an international organization or commission dies as a result of injuries sustained in the performance of duty abroad (outside the United States) provided that a survivor is entitled to elect monthly compensation benefits under FECA. Survivors of individuals employed under personal service contracts or agreements may be eligible for the death gratuity payment when it is included in such individual's contract.
Limitations	<ul style="list-style-type: none"> For purposes of the death gratuity, one year's salary includes the employee's full annual salary (rate of basic pay) or full cash wage, locality pay, and law enforcement availability pay that the employee was receiving at the time of death. For locally employed staff paid under a local compensation plan, one year's salary is one year's basic salary and does not include allowances, bonuses, or other separate payments.

Benefits Conclusion

The benefits examined reflect what BearingPoint proposes in order to recruit and retain personnel in the CR. Most of the benefits outlined above require a minimum length of service in order to be eligible.

4.9.5 Incentives

Table 4-21 indicates the legal authority for several incentives that are being considered for the CR.

Table 4-21. Legal Authority for Recommended Incentives

Attraction Incentive	Description	Legal Authority
Signing Bonus	Lump sum bonus paid out at the time the reservist signs the program contract.	5 U.S.C. § 5753 permits bonuses (with explicit limitations) to newly hired Federal employees and current Federal employees relocating to new positions within an agency. 22 U.S.C. § 3657 and 3 FAM 3181 implements the above statute at the DoS.
Readiness Subsidy	Annual payment to subsidize skills-related training in order to keep personnel current.	Proposed incentive in use by some DoD agencies.
Deployment Bonus	Lump sum bonus paid out at the time the individual arrives in-country on deployment.	Proposed incentive in use by some DoD agencies.
Performance Bonus	Lump sum bonus or non-cash award provided in-country as performance recognition.	5 U.S.C. § 3362, 4302, 4502–4506; and 5 CFR 451 provides criteria for agency heads to establish award program based upon performance. 5 U.S.C. § 4508 and 5 CFR 451 limit financial awards. 22 U.S.C. § 3966 and 3 FAM 3121.3 grants Meritorious Service Increase (MSI) at DoS.



Attraction Incentive	Description	Legal Authority
Service Completion Bonus	Lump sum bonus provided at the time of service completion, upon return home.	See 5 U.S.C. § 5753 and 5 CFR 451 for general bonus award authority. 5 U.S.C. § 3362, 4302, 4502–4506 and 5 CFR 451 provide criteria for agency heads to establish award programs based upon performance.
Continuation of Pension Eligibility	Continued eligibility for government pension after returning to the active payroll.	Generally prohibited by statute. Re-employed annuitant's retired pay is either reduced or terminated when the retiree is re-employed. 22 U.S.C. § 4064 5 U.S.C. § 8468 Waiver exists for some employees under Title 50 through Executive Order (waiver of Dual Compensation Provisions of the Central Intelligence Agency Retirement Act of 1964).
Promotion Potential	System that provides the ability to be promoted to another job on the roster or higher pay.	5 U.S.C. § 3301, 3302, 3330 and 5 CFR 335
Referral Bonus	Lump sum bonus for referring a qualified candidate who gets hired into the program.	See 5 U.S.C. § 5753 and 5 CFR 451 for general bonus award authority.
International Service Training	Training provided as part of the program in how to apply skills in international settings, etc.	Sections 703 and 704 of the Foreign Service Act of 1980 provide the authority to establish career development and training programs for members of the Foreign Service. 3 FAM 2790
USG Employment Preferences	Point preferences on USG applications, facilitating ability to enter government service.	Dependent upon employee classification.
Student Loan Repayment	Provision of funds to defray student loans; encourages those with higher education.	5 U.S.C. § 5379 authorizes agencies to set up their own student loan repayment programs to attract or retain highly qualified employees. 5 CFR 451 permits payment of a maximum of \$10,000 for an employee in a calendar year and a total of not more than \$60,000 for any one employee. The minimum period of employment to be established under a service agreement must be three years to be eligible for student loan repayment.
Tuition Assistance	Provision of funds to support continuing education related to program requirements.	10 U.S.C. § 16131 provides for education assistance programs for members of the Selected Reserve or the Ready Reserve order to encourage membership in the reserve program.
Special Home Loan Rates	Reduced or otherwise special mortgage rates and similar support programs.	Military-based
Professional Association Fees	Payment of professional dues and possible membership support (e.g., American Bar Association).	Membership fees are generally not reimbursable except if authorized by a specific appropriation or by express terms in a general appropriation. 5 U.S.C. § 5946
Family Visit Program	Funds for family and deployee to meet in a neutral location on RRB or similar break.	Military-based
Subsidized Day Care	Free or reduced-cost day care provided for working spouse who remains home.	Child Care Subsidy Program (CCSP) is a need-based program available to DoS employees. 3 FAM 3830



Attraction Incentive	Description	Legal Authority
Guaranteed Reemployment	Legislatively supported right to return to same or similar job (similar to USERRA).	5 CFR 352 explains re-employment rights based on movement between executive agencies during emergencies. 5 U.S.C. § 3597 provides re-employment to a Federal employee after a limited appointment in the Foreign Service. USERRA- 38 U.S.C. §§ 4311-4316 grants re-employment rights to Federal and non-Federal employees, such as state and local and private-sector employees, after service in the military.
Repatriation Assistance	Basic assistance for returning employees: hotline, employer outreach, etc.	Family Liaison Office in DoS serves USG employees and their family members assigned to, serving at, or returning from a U.S. embassy or consulate abroad.

Incentives Conclusion

BearingPoint's recommendations address several key incentive options to attract quality personnel to the CR. The above legal authorities illustrate S/CRS' ability to offer most of these incentives to the reservists. Certain proposed incentives outside Titles 5 and 22 require that new legislation be enacted for the CR.

4.9.6 Legal and Regulatory Analysis Conclusion

The functional requirements for the CR, as defined by BearingPoint, were developed through intensive benchmarking interviews and best industry practices independent from existing law and regulation. BearingPoint's recommendations were measured against exiting Federal personnel authorities, available compensation schemes, and Federal benefits and incentives.

Existing law and policies can only achieve certain features of our CR recommendations. Personnel authorities are not sufficient to meet the hiring and staffing needs of the CR. Most benefits are available to only those employees who are appointed for at least 365 days of continuous service. Some proposed incentives lie outside Titles 5 and 22 and would require legislation if they were to be offered.

The CR has special needs that cannot be fully captured under existing law. Short of enacting new legislation, S/CRS could meet some of the CR's special needs; however, it would be a short-term patchwork of fixes and would not amount to what we conceive to be a CR. The following represents a sample of some activities that could be initiated under existing law, which would support the establishment of a CR, but would sacrifice key features of our recommendations:

- Hire contractors
- Expand the use of detailees from other Federal agencies
- Expand upon the Intergovernmental Personnel Act and use state and local government employees
- Exercise PSCs to do overseas work
- Extend the use of LNAs

Section 8 provides more information regarding use of existing law and policies, as well as language that addresses the personnel needs of the CR.



4.10 Summary and Conclusion

Section 4 describes the HR operations requirements for successful development and execution of the CR program under S/CRS. In this section, BearingPoint discussed components spanning the entire HR life cycle, beginning with identification of need and ending with retention or separation at the conclusion of deployment, with recruiting, acquisition, compensation and benefits, and performance management also covered. By implementing the recommendations contained above, S/CRS will be able to acquire the right resources to enable an agile, flexible, scalable response to a range of R&S situations.

5. DEPLOYMENT OPERATIONS



5. Deployment Operations

5.1 Background and Purpose

The purpose of this section is to forward recommendations to help ensure that the necessary training and logistics associated with deployment are available to the Office of the Coordinator for Reconstruction and Stabilization (S/CRS) through the Civilian Reserve (CR) program. In particular, the Deployment Operations workstream seeks to address the following key questions and issues:

- What types of team structures are optimal in required skill areas?
- For each type of reservist, what type of common task and skill-area-specific training should be required for reservists on all aspects and life cycles of training?
- What is the timeline for training reservists?
- What modes of delivery are most effective when training reservists during the various life cycles of deployment?
- What is the frequency of deployment for reservists, and how is the frequency assessed?
- What types of equipment should be provided to Civilian Reservists as part of their training program, and what equipment would be required to support deployments? How should these categories of equipment be managed, and what are the costs associated with maintaining and acquiring the equipment?
- What kinds of facilities are needed for training, and what are the cost implications?
- How should room, board, and office space be procured and provided?
- What are the associated costs for travel related to reservist missions?

5.2 Assumptions and Scope

The following are assumptions and guiding principles for the Deployment Operations workstream:

- Training, equipment, organizational structure, and facilities will be driven by requirements and will vary according to a number of factors (including, for example, location, scope, and security). Decisions will be based on a pragmatic understanding of circumstances that render the CR most effective, efficient, responsive, and scalable.
- Deployment lengths and frequencies will vary depending on the objective of the Department of State (DoS) mission, other actors engaged, and the skill set and/or level of reservist assigned.
- The chain of command for deployed teams may vary depending on other actors engaged (such as the United Nations (U.N.), other governments, or international organizations [IOs]), the objective and scope of the DoS mission, the level of the threat environment, the political landscape, and required skill sets.
- The Country Managers should be a permanent USG employee, and team leads may be Reservists or permanent USG employees from DoS or other agencies
- Pre-deployment training will vary depending on the DoS mission, deployment destination, the global conflict environment, and S/CRS operational requirements.
- Equipment requirements will vary by job function, deployment destination, and length of deployment tour.
- Reservists will be activated by S/CRS; travel orders, badging, country clearance, and a Common Access Card (CAC), if required, will be issued under the auspices of DoS.
- Reservists will be obligated to deploy once during their four-year contract period. Reservists may voluntarily choose to extend their deployment, or participate in additional deployments during their contract period.



- On average, reservists will be “boots on ground” within approximately 75 days after receiving initial orders (this period includes a 30-to 60-day notification period and pre-deployment activities and training).
- The Active Response Corps (ARC) will assess the threat level and security requirements once in-country and will determine security requirements such as Personal Security Detail support.
- Identifying infrastructure equipment (e.g., network, heating/cooling units, and lighting) is not within the scope of this workstream.
- First responders will identify and assist with planning requirements for CR housing and facilities.
- When available, military air (MilAir) will be leveraged for transport to country to decrease costs.
- Housing will vary depending on the planned length of the mission. Additional permanent housing options will be established for longer term operations.
- Security assessments will be conducted on a rolling basis to determine security requirements and to ensure the ongoing safety of the reservists.

5.3 Organization of Section

Following the Background and Purpose, Assumptions and Scope, and Organization of Section discussions, the Deployment Operations section is organized in the following manner:

- *Section 5.4, Deployment Operations of Comparative Organizations* describes common practices of benchmarked organizations and makes recommendations regarding tour length and frequency and the organizational structure of deployed teams.
- *Section 5.5, Training* assesses the training requirements for Reservists to effectively perform in a reconstruction and stabilization environment.
- *Section 5.6, Equipment* examines the types of required equipment by job function as well as the management and maintenance of the equipment that will be required for the reservists according to their job function.
- *Section 5.7, Deployment* illustrates the deployment timeline from notification of assignment, to deployment to demobilization.
- *Section 5.8, Civilian Reservist Travel and Housing* analyzes the recommendation that Civilian Reservist travel be completed using current DoS methods and also examines pre-negotiated indefinite quantity contracts (IQC) contracts for housing.
- *Section 5.9, Security and Life Support* discusses the need for Personal Security Details (PSDs) and other life support for reservists.
- *Section 5.10, Legal Research* provides Department of Defense (DoD) and State policies on issues related to deployment and training.

5.4 Deployment Operations of Comparative Organizations

Based on data collected from benchmarking interviews, a follow-up survey, and secondary research, BearingPoint developed profiles of the deployment operations of comparative organizations. We interviewed four international organizations, three foreign government organizations, two non-governmental organizations (NGOs), and nine USG organizations. An analysis of common practices among these organizations and trends informs BearingPoint's recommendations regarding deployment operations, tour length and frequency, and organizational structure.

5.4.1 Profiles of Comparative Organizations

United Nations Volunteers (UNV) is an international civilian organization that recruits professional volunteers from many countries and deploys them to missions to promote peace and development, at the request of U.N. member states. The UNV's roster of 6,000 individuals undertakes approximately 8,000



individual assignments a year and are supported by 60 full-time staff in Bonn, Germany and an additional 8 people at an offshore recruitment center in Cyprus. Thirty volunteers have been specially trained to form a rapid deployment team of first responders.

The UNV recruits individuals with expertise in the following areas: education, electoral assistance, environment, gender, health, HIV/AIDS, humanitarian relief and refugees, human rights, peace operations, and urban development. Participation is open to professionals across the world with applicable functional expertise and experience. Up to 90,000 individuals apply online each year, and additional candidates are referred by current volunteers. Over the past 37 years, more than 200,000 individuals have been on the UNV roster, with 6,000 accepted on the roster at any one time.

National Interagency Fire Center (NIFC) is responsible for coordinating and supporting wildland fire and disaster operations in the United States. NIFC maintains a database roster of approximately 60,000 individuals who make up its “militia forces.” NIFC’s roster comprises mainly Federal, state, and local current or former government employees who come from a wide spectrum of educational and professional backgrounds. These individuals are supported by nearly 600 headquarters staff in Boise, Idaho, plus between 10 and 20 contractors.

United Nations Department of Peacekeeping Operations (DPKO) serves as the operational arm of the U.N. Secretary-General for all field operations, providing planning, preparation, conduct, and direction. Approximately 120 permanent U.N. staff and seconded professionals make up the headquarters support function for the DPKO. The organization is able to field 3 multi-dimensional missions in a 12-month timeframe with its 18,000 troops. Additionally, DPKO maintains a Rapid Deployment Roster that draws from a pool of current U.N. employees with expertise in human rights, rule of law, and policing to dispatch quickly to set up new missions. These self-nominated individuals self select into 1 of 117 pre-identified positions, and their abilities are verified by their supervisors.

Center for International Peace Operations (ZIF) in Berlin, Germany is an international organization that screens, assesses, and trains qualified German citizens to create a pool of candidates for deployment to international peace operations. A headquarters staff of 20 people supports the nearly 1,000 candidates, roughly 250 of whom are deployed on average at any time (excluding election observers). ZIF recruits German professionals who fulfill European Union (EU), Organization for Security and Co-Operation in Europe (OSCE), and U.N. criteria for international deployment and who have expertise in at least one of the following areas: democratization, elections, human rights, rule of law, public administration, media development, press and public information, political affairs, mission management administration and support, infrastructure and economic affairs, monitoring, disarmament, demobilization and reintegration, humanitarian affairs, refugee affairs, and reconciliation.

OSCE Rapid Expert Assistance and Co-operation Teams (REACT) are a pool of skilled resources from the organization’s 55 states pledged to be available for rapid deployment to upcoming and future OSCE missions. Member states are responsible for recruiting, retaining, training, and maintaining a roster of qualified nationals. Member states use an online application process developed by OSCE that screens candidates and slots them into functional and leadership roles based on minimum qualifications. For each functional and leadership area, member states must pledge to OSCE a number of candidates they can make available for rapid deployment as part of REACT. OSCE has the capacity to rapidly deploy more than 3,000 civilians as part of the REACT program, mainly in the areas of political/military issues, economic/environmental concerns, and humanitarian issues. There are no full-time staff dedicated to the REACT program. Instead, OSCE desk officers, human resources (HR) staff, and mission support staff support the REACT program and teams as one of their assigned duties.



European Commission. The 2000 Feira European Council resolved to build civilian crisis management capabilities in four areas: 1) policing and institution building, 2) rule of law, 3) civilian administration, and 4) civil protection. The council draws police and civilian expertise from its member states and has an operational capacity of more than 7,000 individuals. The Commission has the ability to respond rapidly to crises, drawing from rosters of civilian experts that member states maintain at the national level.

European Council. The Consilium has established Crisis Response Teams (CRTs) that are rapidly deployable self-sufficient teams of civilian experts. The teams are deployed after a joint action is adopted by the Council. CRTs engage in fact-finding, conduct assessments, develop a concept of operations, and provide administrative support for the deployment of additional civilian reservists.

CANADEM is a Canadian NGO that seeks to advance international peace and security through the recruitment, screening, promotion, and rapid mobilization of Canadian citizens with expertise in a range of relevant areas. The organization targets individuals with international experience. CANADEM has first-responder capabilities and manages a roster of approximately 7,500 individuals, 4,000 of whom are considered “core.” Between 15 and 20 individuals are typically deployed in the field at any one time, and this number may surge up to 500 on a short-term basis for election missions. CANADEM maintains 25 subrosters, categorizing people by areas of expertise such as human rights, judicial reform, governance, civil reconstruction, counter-terrorism (security), forensics, and elections. A permanent headquarters staff of 14 can enlist up to 25 contractors for surge capacity during crises.

International Criminal Investigative Training Assistance Program (ICITAP) at the U.S. Department of Justice (DOJ) deploys qualified individuals to foreign governments in order to help develop local capacity to provide professional law enforcement services. ICITAP’s small headquarters staff may be complemented by contractors hired for specific programs to support deployed personnel. ICITAP engages a contractor to maintain a roster of responders who are primarily former Federal, state, and local law enforcement personnel.

Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) at DOJ deploys judges and attorneys to train prosecutors and judges in foreign countries and has the capacity to deploy more than 900 individuals a year to more than 70 countries. OPDAT uses few subcontractors and deploys mainly Federal prosecutors on detail assignments.

USAID’s Office of Foreign Disaster Assistance (OFDA) is charged with facilitating and coordinating U.S. Government emergency assistance overseas. OFDA consists of 24 direct hires and 56 non-direct hires and has the capacity to respond to more than 70 disasters a year. The office is able to rapidly deploy experts overseas through its Disaster Assistance Rapid Response Teams (DARTs). DART members have expertise in one or more of the following areas: logistics, administration, security, emergency management, search and rescue, or technical areas such as agriculture, the environment, or health. Additionally, OFDA has agreements with Fairfax County in Virginia and LA County in California to provide search and rescue squads (140 people). OFDA also has a mechanism called Resource Alternatives and Technical Service (RATS) consisting of 50 personal services contractors (PSCs) who can backfill either in Washington, DC or in the field. A contract with McFadden supplies information technology (IT) specialists to Washington, DC or the field, and interagency agreements with the U.S. Forest Service, Centers for Disease Control and Prevention, Department of Agriculture, and U.S. Coast Guard complement the responding force capabilities.

USAID’s Bureau for Democracy, Conflict, and Humanitarian Assistance’s (DCHA) Office of Transition Initiatives (OTI) works with host country partners to promote peace and democracy in crisis countries. OTI has developed a rapid response mechanism by forming a “bullpen” of on-call personnel,



about 20 USAID retirees, who provide fast, flexible, short-term assistance on the ground to support stabilization and transition activities.

Bureau for International Narcotics and Law Enforcement Affairs (INL) at DoS maintains three contracts (with Civilian Police International [CPI], PAE-HSC, and DynCorp) to recruit U.S. police officers to participate in international civilian police activities and local police development programs overseas. Each contractor maintains a roster of 2,000 qualified individuals, with some overlap. Currently, approximately 1,100 individuals are deployed overseas. Civilian police (CivPol) members engage in policing, mentoring/advising, capacity-building, and institution-building activities. Unlike ICITAP deployees, CivPol may also perform executive law enforcement duties, as a substitute police force or individual officers when necessary. CivPol is made up primarily of retired police officers.

Australian Federal Police's (AFP) International Deployment Group (IDG) contributes Australian federal and state police officers as well as seconded (loaned or detailed manpower from other organizations) police from third countries to assist with international law enforcement initiatives and capacity development programs in the law and justice sectors. One hundred and fifty full-time government employees with occasional contract assistance support 500 deployed officers, whom they have the ability to deploy rapidly. IDG forces fulfill the policing functions of establishing security, capacity building, and advising and mentoring. IDG selects Australian federal and state police officers who have three years' minimum service and are in good standing. Seconded individuals from state police forces and 13 contributing countries are sworn in or deputized as AFP officers once activated.

Federal Emergency Management Agency (FEMA) of the Department of Homeland Security is charged with leading the effort to prepare the United States for potential hazards and to manage the Federal response and recovery efforts following a national incident. FEMA maintains a reserve roster of U.S. citizens who provide surge capacity for FEMA's disaster response activities. Approximately 8,000 reservists can remain on the roster indefinitely, with a core group of about 200 responders. They are supported by 27 full-time employees, 17 of whom serve in the deployment office. FEMA's reservist roster comprises generalists and a number of retirees and part-time workers who commit to being available 60 days each year. Reservists are required to phone in their availability on a monthly basis to an automated phone line at the deployment center.

U.S. Marshals Service (USMS), the enforcement arm of the Federal court system, has a mechanism for rapidly deploying between 80 and 100 of its personnel to a domestic or international incident to assist with capacity building and to provide key USMS services during a crisis. Seven full-time USMS employees currently support this mechanism. The USMS deploys subject matter experts (SMEs) from Headquarters and field offices as required, paying special attention to a good record of performance and tactical expertise (special operations) when required. The USMS deploys only current employees and government details.

Norwegian Resource Bank for Democracy and Human Rights' NORDEM is a project at the Norwegian Centre for Human Rights. NORDEM recruits and trains Norwegian residents for secondment to international organizations that are working to promote democracy and human rights. NORDEM has the capacity to deploy approximately 100 of its 300-registrant roster at a time, supported by three full-time and several part-time staff. NORDEM recruits individuals with expertise in the areas of human rights, elections, administration, rule of law, capacity and institution building, media, and financial management. Most reservists are professional civil servants and NGO and private-sector employees, with a preponderance of attorneys and political scientists.



National Disaster Medical System (NDMS) maintains a national capability to deliver quality medical care to the victims of and responders to a domestic disaster. NDMS maintains a roster of more than 10,000 people it can deploy to domestic hotspots. NDMS successfully activated its entire roster for the response to Hurricane Katrina. The 105 teams include medical assistance teams; specialty teams, such as veterinary services, mortuary services, and burn specialists; and “strike” assessment teams. There are 52 full disaster medical assistance teams (DMAT) of 35 or more members each. NDMS has first-responder capabilities and can respond in just hours to many incidents. Seven full-time NDMS employees can surge to 12 during a crisis. NDMS team members are current and retired medical and medical support professionals from the private sector.

The data BearingPoint collected on each comparative organization is shown in table 5-1 for ease of comparison.

Table 5-1. Deployment Operations of Comparative Organizations

Organization	Deployment Capacity	First Responders	Response Force Size	Roster
UNV	8,000 individual assignments a year	Yes	6,000	Yes
NIFC	60,000	Yes	60,000	Yes
DPKO	3 rapid teams of 120 each	Yes	18,000 (total DPKO)	Yes
ZIF	250 at a time	No	1,000	Yes
OSCE	3,000+ individuals	Yes	3,000+	Yes Decentralized to member and partner states
European Commission	7,000+	Yes	7,000+	Yes; maintained at national level
European Council	100 at a time (initial goal)	Yes	100	Yes; maintained at national level
CANADEM	4,000+	Yes	7,500 4,000 core	Yes; 25 subrosters by areas of expertise
ICITAP	Approximately 600 (at current funding levels)	No	1,000-2,000	Yes; maintained by contractor
OPDAT	35 deployed at any one time Deploys 900+ a year to 70+ countries	No	1,000+	Yes; maintained by contractor
USAID – OFDA	70+ disasters/year 100 – 200 responders at a time	Yes	250+	Yes
USAID - OTI	Not available	Not available	“Bullpen” of about 20 USAID retirees	Yes
INL	2,000	No	6,000 (with significant duplicates)	Yes
AFP	500	Yes	500	No
FEMA	8,000	No	8,000 Core of 200 responders	Yes
USMS	80–100 at any one time	No	80-100	No
NORDEM	100 at a time	No	300	Yes
NDMS	10,000	Yes	10,000	Yes



5.4.2 Analysis of Deployment Operations of Comparative Organizations

Deployment Operations Capacity: The size of the comparative organizations' total response force ranged from 20 at OTI to 60,000 at NIFC. Organizations with mid-size response capability had access to a pool of candidates ranging in size from 1,000 to 10,000. This range seems to support as reasonable the assumption of S/CRS to develop a force of 3,000 reservists over the first 3 years. However, it is important to note that the vast majority of these organizations do not have the capacity to rapidly deploy the sum total of their rosters at any one time.

More specifically, 11 of the 18 comparative organizations have the capacity to deploy personnel to an incident within a number of days, and 10 describe their capabilities as "first response." The remaining organizations can have responders on the ground in a period ranging from weeks to months. It is important to note that first-response capabilities do not indicate an ability to deploy the entire roster rapidly, but rather a percentage of the roster or specially trained teams. For example, while DPKO has 18,000 troops, its rapid-response capabilities consist of 3 teams of 120 members each. Of UNV's 6,000 rostered volunteers, only 100 to 200 could deploy within 72 hours, while regular deployment for non-emergencies could take between 2 and 5 weeks. In contrast, larger scale deployments and deployments not characterized as "first response" ranged between 30 and 90 days.

This profile supports as reasonable the goal of deploying civilians within 30 to 90 days. The CR is not designed as a first-responder mechanism, but as a means of deploying civilian expertise to bridge the gap between first responders and longer term contract support. As part of this overall design, State's ARC and Standby Response Corps (SRC), as well as USAID's DARTs, are trained and equipped to fulfill the first-responder role.

Rosters: Fifteen of the 18 comparative organizations use rosters for identifying and deploying responders. Roster size varies from OTI's 20 PSCs to NIFC's 60,000 firefighters in its electronic Incident Qualifications and Certification System.

The current European model is for member states to establish national rosters (some have established organizations to develop and manage their rosters, like Germany's ZIF, Canada's CANADEM, and Norway's NORDEM) and to supply civilian expertise to requesting organizations such as the OSCE, European Commission, European Council, and the U.N. According to OSCE, allowing the organizations that contribute reservists to maintain separate rosters is both a lesson learned and an effective practice. This approach decentralizes the workload, reducing the requirements for headquarters staff to manage the roster, and accommodates each organization's particular requirements for data security.

The USG organizations with the largest capacities to deploy personnel, ICITAP, OPDAT, and INL, engage contractors to manage their rosters. These three organizations, whose current activities overlap those proposed to be undertaken by a CR, suggest that they should retain the responsibility for managing their respective rosters and contribute personnel as needed to S/CRS for CR operations, similar to the OSCE decentralized roster model.

☑ Recommendation: BearingPoint recommends that S/CRS maintain its own independent roster of reservists for two reasons. 1) The overlap between the CR roster and existing USG rosters is not anticipated to be extensive. Unlike ICITAP, OPDAT, and INL, S/CRS will focus on current state and local law enforcement officials in addition to qualified retirees. 2) The CR will have unique data requirements concerning qualifications, assessments, and training that it will need to capture and update regularly. In section 6, Administrative Planning, BearingPoint recommends funding two full-time USG staffing specialists and three technical experts, supplemented by contractors as needed. These staff



members should be responsible for coordinating with interagency partners and managing the level of overlap so that each organization is used effectively. The ability to engage contract support will allow the Headquarters functions to surge up and down in size as necessary to respond to crises and operational requirements.

Most comparable organizations do not deploy 100 percent of their rosters, and instead refer to a “core” cadre of registrants/reservists. For instance, 200 of FEMA’s 8,000 reserve roster participants are considered “core.” CANADEM considers 4,000 of its 7,500 rosters to be “core.” According to ZIF, it is an unavoidable reality that a certain percentage of each organization’s roster is never activated. Obviously, investing in individuals who will never deploy is an undesirable expense.

Two recommendations from section 4, Human Resources Planning, address the issue of underutilization of reservists. First, BearingPoint recommends continually adjusting targeted recruitment to reflect current and projected skill set requirements. Secondly, BearingPoint recommends the use of term-limited contracts to give S/CRS the option of renewing only the contracts of individuals who possess required skill sets. The contracts of individuals with skill sets of lesser priority may simply be allowed to expire. (See Deployment Length and Frequencies section below for further detail.) This approach allows S/CRS to retain and redirect investment dollars toward skill sets that are in greater demand.

5.4.3 Organizational Structure of Deployed Teams

BearingPoint benchmarked the organizational structure of deployed teams, reporting relationships and span of control (supervisor-to-staff ratio) of comparative organizations, as summarized in table 5-2.

BearingPoint has characterized the organizational structure of comparative organizations’ deployed teams as either dependent or independent. Dependent is defined as any deployment of personnel (individuals, pairs, or teams) that is not self-sufficient and requires operational or administrative support from other organizations in order to function. Nine of the 18 structures we reviewed are dependent, and the remainder are classified as independent. The dependent teams may have a leadership structure but must rely on other organizations in areas such as logistical support and force protection. Conversely, an independent structure is defined as a self-sufficient organization that provides its own operational and administrative support. Independent structures are fully equipped and have an inherent command and control structure.

Table 5-2. Organizational Structure of Comparative Organizations

Organization	Deployed Team Structure	Reporting Relationships	Span of Control (Supervisor-to-staff ratio)
UNV	Dependent	Report to the receiving agency that absorbs the reservists	Varies
NIFC	Independent (National Incident Management System Incident Command System [NIMS ICS] structure)	Report up to NIFC	1:5
DPKO	Independent	The hierarchy is inherent in the staffing rules	Varies
ZIF	Dependent	Report to the receiving agency that absorbs the reservists	Info not available
OSCE	Independent	Head of mission reports to OSCE council in	Varies; determined by various planning



Organization	Deployed Team Structure	Reporting Relationships	Span of Control (Supervisor-to-staff ratio)
		Vienna	models
European Commission	Independent	Report to European commission OR Report to lead agency to which the team attaches, such as the U.N.	Info not available
European Council	Independent	Head of Mission reports to Council Secretariat	
CANADEM	Dependent	Report to the receiving agency that absorbs the reservists	Use standard military management ratio of 1 – 10 for large groups
ICITAP	Dependent	Report to the receiving agency that absorbs the reservists	Varies
OPDAT	Dependent	Report to the receiving agency that absorbs the reservists	4- to 5-person headquarters “command and control” team over teams of 24 people
USAID – OFDA	Independent (NIMS ICS structure)	Report to USAID or Report to the receiving agency that absorbs the reservists	Varies
USAID - OTI	Dependent	Report to USAID OR Report to the receiving agency that absorbs the reservists	Varies
INL	Independent	Report to the head authority on the ground (UN supervisor; chief of mission) or Report up military chain of command if attached Maintain internal chain of command for personnel and support	Info not available
AFP	Independent	Report to AFP IDG head Report to other lead agency when attached	Varies
FEMA	Independent (NIMS ICS structure) Note: conversion to ICS in process	Report to HQ or Report to FEMA field office when assigned	Varies
USMS	Dependent	Report to USMS May also report to DOJ coordinator at Embassy, if present	8:1
NORDEM	Dependent	Report to the receiving agency that absorbs the reservists	1: 10 or less
NDMS	Independent (NIMS ICS structure)	Report to NDMS Operations Support Center	Varies

The dependent structures we examined range from deployments of civilian experts as individuals or in pairs, with no appointed leadership, to teams of up to 35 people under a leadership team of several individuals. A salient characteristic of these dependent structures is their deployment as expert functional or specialty teams, such as a rule of law team or an elections team. Upon arrival in country, these teams are embedded into other organizations on the ground that can provide the additional support they require.



In effect, these dependent structures are absorbed into the organizational structure of existing entities on the ground. OPDAT, ICITAP, and the USMS deploy teams that are routinely attached to the Embassy country team, under the senior justice official. These teams provide functional expertise and are supported in every way by their deploying organizations and the organization into which they integrate. Pre-deployment, these organizations appoint the leadership for the team, and the senior team leader reports to the senior justice official in country. Indeed, the vast majority of dependent structures report up the chain of command of the absorbing organization once deployed.

We observed a difference between foreign independent structures and U.S. independent structures. U.S. agencies comply with the NIMS and thus use the ICS that it entails. ICS provides both a management strategy and a modular organizational structure that can ramp up and down based on the number of required personnel and required functions. ICS structures can activate all key roles to act in a completely self-sufficient manner or may collapse or eliminate certain functions if they are not needed. In this way, ICS enables a structure to determine which functions it will provide internally and which it may have provided by other organizations, allowing the team to respond to the operational requirements and the required level of self-sufficiency for each deployment.

On the other hand, foreign independent structures deploy as traditional, functional command and control organizations, with some ability to staff up or down depending on operational requirements. These structures have the ability to report up to the deploying organization or to attach to a lead agency on the ground and report up through its chain of command. For instance, OSCE appoints a political Head of Mission and then organizes units around thematic programs run by functional leaders. A separate administration unit provides logistics capabilities and support. Likewise, the European Council's CRTs operate under a team leader appointed by the Council Secretariat and use a self-sufficient structure that includes logistics. DPKO's structure deviates from the functional norm. The organization established 117 key positions for its rapid response team and has the ability to select one-by-one the positions to activate in any given scenario.

Interviews with relevant USG agency officials and experts on reserve capabilities cited the ability to vary organizational structure, team size, and number and type of reservist deployed as key to the success of a CR operation. Indeed, these officials cited flexibility in team composition as a critical success factor for rapid response teams, claiming that team composition must be scalable and customizable to respond to mission requirements and other considerations. These representatives also unanimously cited the importance of clear reporting lines and effective leadership to ensure goal achievement in stressful environments, citing ineffective leadership and teamwork as the most common obstacles to successful deployments. These officials also spoke of a need for "modularity," a system in which the organization can substitute individuals with similar skill sets into a variety of work settings and teams.

Our final point of comparison is the average size of comparative organizations' deployed teams. According to the results of the follow-up deployment operations electronic survey, to which nine benchmarked organizations responded, 70 percent of the respondents routinely deploy teams of 10 members or fewer. Four organizations deploy teams of 5 members or fewer, three organizations deploy teams of between 6 and 10 people, 1 organization deploys teams of 11 to 25 people, and one organization deploys teams of more than 500 people. These data corroborate the findings of the benchmarking interviews with comparative organizations, which revealed a span of control (supervisor-to-staff ratio) ranging from 1:3 to 1:10. Comparative organizations attributed the variance to the operational requirements of the mission and risk level of operations in country.



☑ **Recommendation:** For a number of reasons, BearingPoint recommends that S/CRS adopt and adapt the NIMS ICS structure¹ for its deployed teams.

1. ICS is a modular structure and satisfies the requirements for maximum flexibility and scalability. Modular structures are a dynamic organizational design option, superior to functional or matrix structures in that they allow flexibility and scalability at all levels of the leadership hierarchy and the ability to include or eliminate individual positions and departmental units based on requirements.
 - a. ICS may be used to deploy teams of all sizes using NIMS (up to 5,000 individuals).
 - b. ICS may collapse and expand key roles to include only the required functions and the required level of self-sufficiency.
 - c. ICS structures may attach to other organizations to take advantage of support services or for the purposes of reporting to a lead agency.
 - d. ICS specifies leadership roles and a command-and-control structure, making roles, responsibilities, and reporting relationships explicit.
 - e. ICS is a role-based system in which team members train and deploy according to their role and may therefore be deployed on any ICS team, providing the ability to substitute resources as needed.
2. U.S. Federal, state, and local agencies responding to domestic disasters are now required to comply with NIMS. As a result, NIMS standards for qualification and training are well developed, and ample work on lessons learned and best practices has already been compiled and may be easily leveraged by the CR. NIFC, FEMA, NDMS, and the U.S. Coast Guard train, organize, structure, and manage teams according to NIMS. In addition, the model has been used for international deployments. USAID's OFDA has successfully adapted the ICS to its DARTs, who respond quickly to conduct assessments and planning at international disaster sites.
3. The ICS model has been used for international deployments. USAID's OFDA has successfully adapted the ICS to its headquarter-based Response Management Team (RMT) and its deployed Disaster Assistance Rapid Response Teams (DART). The RMT is a tailor-made version of ICS developed for USAID through an interagency agreement with the U.S. Forest Service.

BearingPoint further recommends that the span of control for deployed teams should be determined during the planning process and should be based largely on the risk level of operations in country. Lower spans of control (supervisor-to-staff ratios of 1:3 to 1:5) should be used in higher risk environments, and higher spans of control (ratios of 1:6 to 1:10) should be used in lower risk environments.

Figure 5-1 illustrates BearingPoint's recommendation for an organizational structure for deployed teams, based on NIMS ICS.

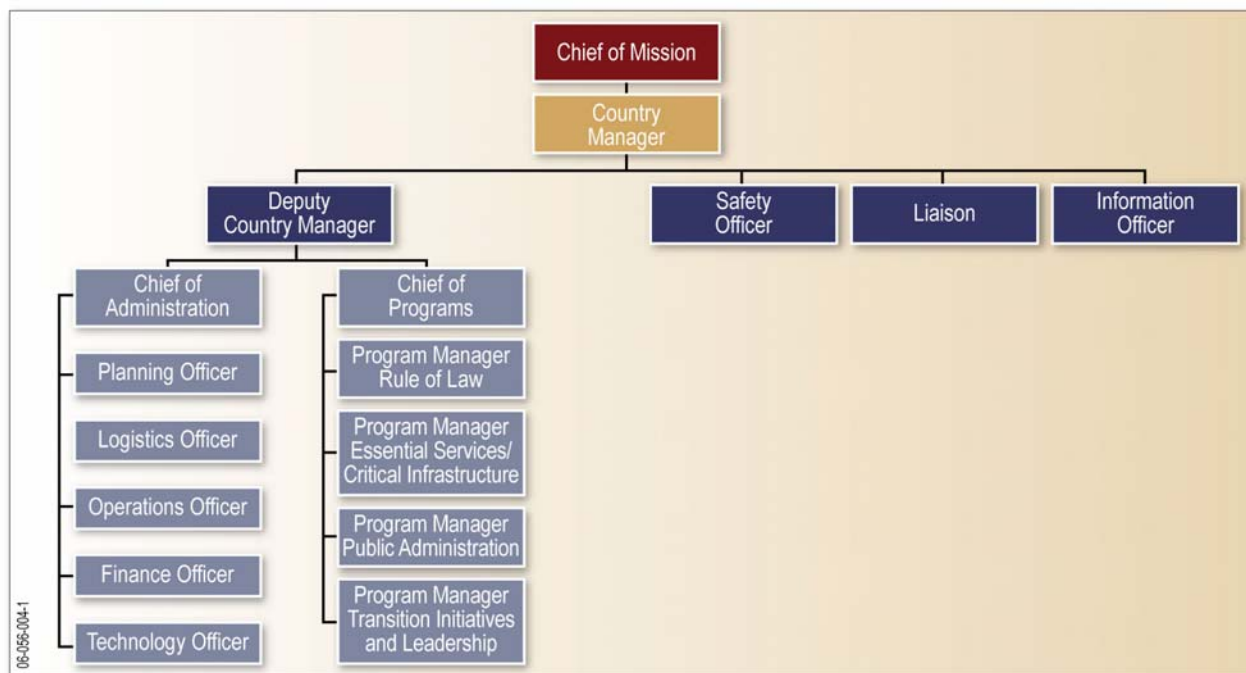
Figure 5-1, which depicts the organizational structure of deployed teams based on the ICS model, indicates the key roles of Country Manager, Deputy Country Manager, Chief of Administration, Chief of Programs, Safety Officer, Liaison, and Information Officer. The Chief of Administration reports to the Deputy Country Officer and may staff the following positions based on requirements: Planning Officer,

¹ A full discussion of the ICS organizational structure, including full descriptions of each position's duties and functions, may be found at http://www.nimsonline.com/nims_3_04/incident_command_system.htm.



Logistics Officer, Operations Officer, Finance Officer, and Technology Officer. The Chief of Programs also reports to the Deputy Country Manager and may staff functional program manager positions as necessary. The Safety Officer, Liaison, and Information Officer report to the Country Manager and may add additional staff in their areas as needed.

Figure 5-1. ICS Structure for Deployed Teams

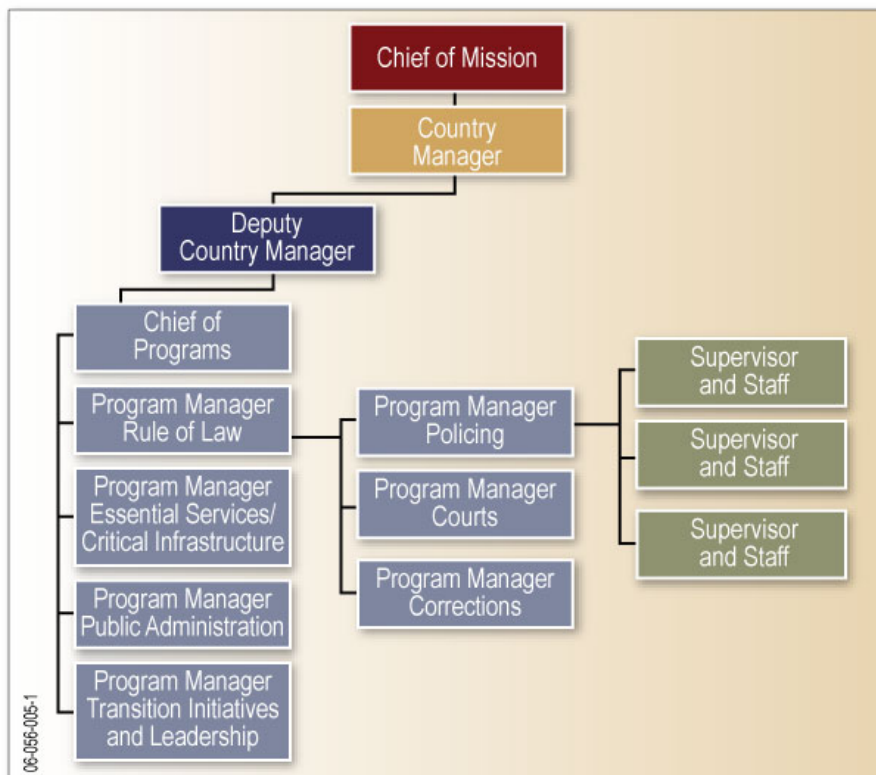


Recommendation: BearingPoint recommends that the Country Manager (ICS Incident Commander) and Deputy Country Manager (ICS Deputy Incident Commander) be filled by permanent USG employees. These positions may be filled by ARC or SRC team leaders or by other experienced leaders on detail from State or other USG agencies. This recommendation is intended to ensure effective command and control from headquarters and to facilitate knowledge transfer back to S/CRS and to DoS. All other positions should be filled by Civilian Reservists.

Under the ICS model, further functional breakdown is possible in large and/or complex responses using this modular structure. For example, the Rule of Law Program Manager could establish Program Managers of Police Forces, Judicial Services, and Corrections. Another level of expansion could assign geographic unit leaders and a further functional breakdown headed by subordinate leaders. Figure 5-2 illustrates how the ICS structure can expand to incorporate required functions and personnel.



Figure 5-2. Functional Expansion of ICS Structure



☑ **Recommendation:** When expanding the organizational structure of deployed reservist teams to accommodate additional staff, BearingPoint recommends that a supervisor-to-staff ratio be determined based on the risk level, ranging from high risk of 1:5 to low risk of 1:10 or higher.

Constabulary Police. The Constabulary Police will have a different mission from the rest of the CR and may deploy and be in country well before general civilian deployment is appropriate. The Constabulary Police will have executive law enforcement authority and, as such, may serve as a standalone police force in country. CivPol and DPKO, the two most relevant organizations for the Constabulary Police function, employ independent structures. CivPol has the capability to attach to other organizations, such as the U.S. military or the U.N. Both organizations emphasized the need for effective leadership and a clearly understood structure of command and control, especially in higher risk scenarios.

☑ **Recommendation:** BearingPoint recommends that the Constabulary Police be organized separately from the CR, and that it report up the same chain of command as the rest of the CR when both are present in country. When the Constabulary Police deploy before the rest of the CR, they may have a chain of command appropriate to the current situation on the ground.

BearingPoint further recommends that S/CRS adopt the self-sufficient, modular NIMS ICS structure for the Constabulary Police, with a unit size of approximately 125 officers and a unit leader-to-officer ratio or span of control ranging from 1:5 to 1:10, determined by the risk level in country. Police units are hierarchical in nature, and the ICS structure incorporates the necessary command and control structure. The Constabulary Police Commander should report to the U.S. Ambassador or to the relevant dominant mission on the ground, such as the U.N. or the military, as does INL's CivPol.



Further, the Chief and Deputy Chief of the Constabulary Police should be permanent USG employees, if possible. These positions may be filled by details to the CR by USG agencies. Figure 5-3 depicts BearingPoint's recommendation for a Constabulary Police organizational structure based on ICS.

Figure 5-3. Recommended Constabulary Police Structure Based on ICS Structure

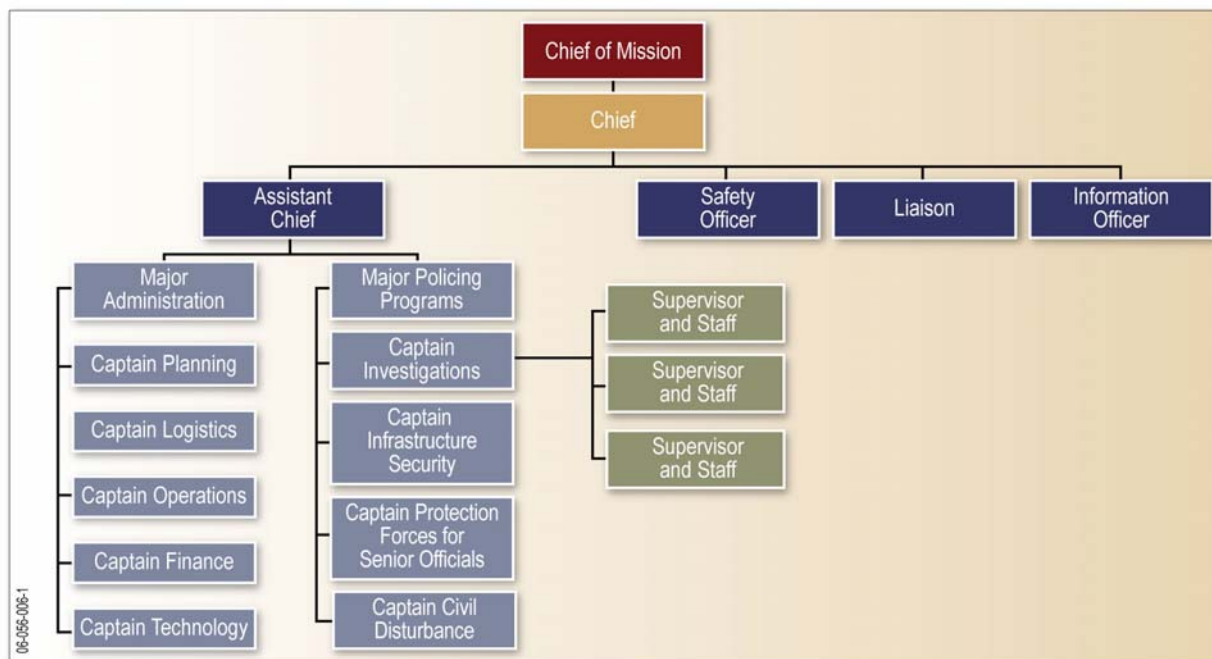


Figure 5-3 depicts the self-sufficient, modular structure based on ICS that BearingPoint recommends for the Constabulary Police. The ICS model provides a command-and-control structure and a hierarchy consistent with a traditional police chain of command (Chief, Assistant Chief, Major, Captain, etc.). The key roles are the same as for the rest of the CR, with an administrative head and a programmatic head. The programmatic head for the Constabulary Police, the major of policing programs, can staff specific program areas, such as investigations or infrastructure security, based on mission requirements. Captains can form units as large as 125 officers, with a pre-determined span of control based on the risk level in country.

5.5 Training

Training is an imperative component of building a CR. Individuals must be oriented to the USG and to the concepts of reconstruction and stabilization and be prepared for environmental stressors not typically associated with domestic work.

☑ Recommendation: To thoroughly understand CR training requirements, BearingPoint recommends that S/CRS conduct a thorough training needs assessment. This assessment should determine learning objectives to bridge the gap between Reservists' competencies and the required competencies for effective performance in country. The assessment should also consider organizational strategies, mission, appropriate instructional methodologies per learning objective, and budget constraints. Training priorities, schedule and delivery methods should derive from this assessment.



After the training assessment, S/CRS should determine how best to manage, administer and implement the program. BearingPoint anticipates that the Civilian Reserve Training Program (CRTP) will utilize a number of mechanisms for delivery to include: instructor-led training, simulations and application, case studies, on-the-job training, and distance learning, supplemented by job aids, formal mentoring relationships, and internships.

5.5.1 Relevant Training Benchmarks

BearingPoint analyzed the training curriculum of several relevant organizations that participated in the benchmarking interviews, including USAID's OFDA, DoS 3161s, CANADEM, INL/Dyncorp, The Federal Law Enforcement Training Center (FLETC), Australian Federal Police, FEMA, and the USMS among others.

Table 5-3 presents a summary of standard and specialized training curriculums for programs most relevant to the CR mission:

Table 5-3. Relevant Training Programs for Domestic and International Deployments

Org	Training Objectives	Standard Training	Specialized Training/ Comments
3161s	Serving Abroad for Families & Employees (S.A.F.E.) provides 3161 employees with a basic understanding of cultural considerations when working overseas and standard processes of an embassy. The DSAC course provides individuals with some basic survival and security training to prepare them to work in a hostile environment	<i>Pre-Deployment (10.5 days)</i> <ul style="list-style-type: none"> Diplomatic Security Anti-Terrorism Course (DSAC)- 5 days Serving Abroad for Families & Employees (S.A.F.E.) course; this course includes relevant elements of two DoS courses, the "Security Overseas Seminar" and "Working in an Embassy"- 3.5 days 3161 Mobilization Guide 	<ul style="list-style-type: none"> 7-day Iraq-specific DSAC is also available but not required
Australian IDG, Ramsi Mission	To prepare International Deployment Group members of the Australian Federal Police for an April 2006 deployment in support of the Regional Assistance Mission to the Solomon Islands (RAMSI) mission.	<i>Pre-Embarkation (3 days)</i> <ul style="list-style-type: none"> Opening – The Mission (Desk Officer) Mission MOU and Agreement AusAid Legal Pay Team (AFP members) & Tax ACS & AQIS AFP ComCover AFP Rehab & Compensation IDG Psych SVC, OH&S, Medical SVC Pacific Culture Australian Council for International Development International Red Cross – Mission Specific Greenpeace – Mission Specific Desk Officers/Coord Mission Capacity Development (United Learning) 	<i>12 days of tactical, safety, and security training at the Australian Federal Police International Training Complex precedes pre-Embarkation Training. This 12-day program covers the following:</i> <ul style="list-style-type: none"> Forensics and Firearms Helo Familiarization Patrol Planning Capacity Development Convoy Mortar Fire Hostage Survival Hostile Surrender Crowd Control Negotiation and Mediation Driving Techniques Personal Safety
CANADEM	CANADEM's training curriculum varies by mission but primarily prepares	<ul style="list-style-type: none"> Pre-Deployment Training (approximately 3 days) 	<i>Additional training is often provided by vendors who</i>



Org	Training Objectives	Standard Training	Specialized Training/ Comments
	electoral observers and civilian police advisors for deployments to overseas missions.	<ul style="list-style-type: none"> Regional Overview Overall Political Issues Security Issues Explanation of Military Conflict Basic First Aid Communications Networks and Systems 	<i>specialize in international training and briefings, such as:</i> <ul style="list-style-type: none"> Canadian Human Rights Foundation Canadian Institute for Conflict Resolution (CICR) Capra International The Canadian International Institute of Applied Negotiation (CIIAN)
EU	In 2001, the EU Group on Training (EGT) was created to facilitate the standardization of training for civilian crisis management personnel across member states. The EU courses offer both general and function-specific preparation for such experts.	<i>Pilot Courses:</i> <ul style="list-style-type: none"> Core Course (basic peacekeeping skills) Rule of Law Human Rights Democratization and Good Governance Organizing Civilian Administration Conflict Transformation Press and Public Information – Media Development Mission Management, Administration, and Support 	
FEMA	Prepares reservists to provide disaster assistance to communities before, during, and after a Federal emergency.	<i>FEMA maintains a list of mandatory classes offered. The training commitment is less than 40 hours/annually. Training requirements change depending on the region/community. Mandatory courses include:</i> <ul style="list-style-type: none"> Sexual Harassment Government Ethics Travel Rules and Regulations Your Guide to FEMA FEMA Tutorials 	<ul style="list-style-type: none"> FEMA's Emergency Management Institute offers more than 50 online courses to improve public awareness and promote disaster preparedness nationally Only 25% of reservists receive training at the Emergency Management Institute
Norwegian Resource Bank for Democracy and Human Rights (NORDEM)	<p>The Norwegian Resource Bank for Democracy and Human Rights, NORDEM, prepares qualified personnel for international assignments that promote democracy and respect for human rights. Deployees have expertise as:</p> <ul style="list-style-type: none"> Election observers Technical election support Election experts Political analysis Local governance Free media Good governance Legal reform Human rights monitors Investigators of gross violations of human rights 	<i>International Human Rights Law</i> <ul style="list-style-type: none"> Group Discussions: Case Studies <i>Human Rights Mandates (Example from Haiti)</i> <ul style="list-style-type: none"> Integrated Missions: Practical Perspectives and Recommendations The Relevance of Gender in Peace Operations <i>International Humanitarian Law</i> <ul style="list-style-type: none"> Ad-Hoc Tribunals and the International Criminal Court The Different Actors in the Field Civil tasks in the area of HR/Dem. UN organizations The Different Actors in the Field, cont. OSCE – Organizational structure and field activities UN OHCHR <i>Fieldwork and Field Experiences</i> <ul style="list-style-type: none"> Working for OSCE/ODIHR Working for the EUMM <i>Working for the Housing and Property</i>	



Org	Training Objectives	Standard Training	Specialized Training/ Comments
		<p><i>Directorate</i> <i>Working as a human rights monitor</i> <i>Cultural awareness/Mission Environment</i> <i>CivPol</i></p> <ul style="list-style-type: none"> Organized Crime Corruption Human trafficking <p><i>Health and Safety</i> <i>Personal security in the field</i></p> <ul style="list-style-type: none"> Identifying and protecting against risks/threats Communication and reporting Mine-briefing 	
INL, Civilian Police	<p>INL's Police Assessment and Selection and Training Process (P.A.S.T) ensures candidates possess the physical strength and aptitude to carry out their mission and provides a tactical skills refresher. serves to refresh some of The curriculum also provides them with a basic understanding of the mission and operational procedures.</p>	<p><i>Pre-Deployment Training (15 days)</i> 10 days at P.A.S.T in Fredericksburg, VA covering:</p> <ul style="list-style-type: none"> Travel Medicine/Medical Briefing/ Healthy Lifestyles Mission Briefings High Risk Environments History of the Region/Culture/Language/etc. Legal System Human Trafficking Hostage Situations Firearms Familiarization and/or Qualification (mission dependant) First Aid Team Building Expatriate Taxation Stress Management Defensive Tactics Convoy UN and Peacekeeping Support US Military in Peacekeeping Operations Mapping/GPS Vehicle Search and IED Surveillance Detection <p>Approximately 5 days are spent at Ft. Bliss, Texas for the following activities:</p> <ul style="list-style-type: none"> Paperwork processing Medical testing and consultation and dental examination Area specific briefings on history and customs Fitting and receiving uniforms and gear Personal review of individual legal documents 	<ul style="list-style-type: none"> First aid and safety training. Courses can be slightly different depending on the security environment, and whether it is a UN mission. On-the-job training comprises an informal yet significant transition portion of training.
OSCE	<p>The Organization for Security and Co-operation Teams (REACT) training program is designed to deploy skilled personnel into fields of human rights, rule of law, democratization, elections, economic and</p>	<p><i>Annual/Pre-Deployment (approximately 2 weeks)</i></p> <ul style="list-style-type: none"> Introduction to the OSCE Introduction to Human Rights Democratization Process Gender Issues in Crisis Situations International Working Environment 	



Org	Training Objectives	Standard Training	Specialized Training/ Comments
	environmental affairs, press and public information, communications, transportation, finance, human resource and civilian policing.	<ul style="list-style-type: none"> Personal Safety Mine Awareness Map Reading Radio Communication Stress Management 	
Personal Security Details (PSDs)	PSD training augments existing skills. Personnel selected to serve in PSD positions must have military experience or related experience working in a high-risk environment. Training prepares them for personal protection, convoy protection, and surveillance techniques.	<ul style="list-style-type: none"> Pre-Deployment (approximately 10 days) 4 to 5 days of tactical training in Fredericksburg, VA concentrated on convoy operations and security 	<ul style="list-style-type: none"> On-The Job Training 8-day extensive class in Baghdad (green zone) managed by Kroll Worldwide utilizing classroom training and hands-on drills focused on operations and security
U.S. Marshals, Iraq and Afghanistan Assignments	The objective of this training is to prepare U.S. Marshals working in overseas assignments with tactical training to ensure their protection and the protection of others.	<p><i>Pre-Deployment (averages 2 weeks) at the Special Operations Training Center at Camp Beauregard in Pineville, LA. Training addresses the following subjects:</i></p> <ul style="list-style-type: none"> Weapons refresher Convoy Operations Escort Protocols Protection Detail IEDs What to Expect in Country <p><i>U.S. Marshals also attend some of the same DoS training required for State personnel deploying to Iraq/Afghanistan.</i></p>	<ul style="list-style-type: none"> An additional week is spent at Ft. Polk, LA for drill and simulation studies.
USAID, DART	USAID's DART members are assigned a specialized function depending on their background and education. The objective of standard training is to train them on how to be a part of USAID, USG and about programming and assessment. DART team members also train for their specific team roles, according to NIMS.	<p><i>On boarding/Orientation</i></p> <ul style="list-style-type: none"> New Employee Briefing (online) Cable Basics (online) Disaster Declaration Basics (online) <p><i>Pre-Deployment/Annual (approximately 15 days)</i></p> <ul style="list-style-type: none"> CBRNE Awareness: (1 day) Addresses health and safety aspects of responding to a disaster in an environment with potential chemical, biological, radiation, nuclear, or explosive contaminants DART-RMT Training: (4 days) Trains participants to perform effectively as DART or RMT members or in support of a DART Introduction to Communications and Field Equipment (1.5 days): Overview of communications systems, role of communications in OFDA safety and security OFDA Security Overseas Seminar (SOS) (1 day) Orientation to OFDA (1 day) Landmine Awareness: (1 day) Familiarizes participants with landmine types, effects, 	<ul style="list-style-type: none"> USAID does not provide functional training, having selected individuals for their technical qualifications.



Org	Training Objectives	Standard Training	Specialized Training/ Comments
		placement, and hazards. <ul style="list-style-type: none"> Standard First Aid/CPR/AED: (1 day) Successful participants receive American Red Cross Certification Vehicle Anti-Terrorism and Safety Driving (5 days) Working in an Embassy (online; State/FSI) Mandatory State Department course for field 	
ZIF	Through its training program, ZIF pursues two objectives: to screen and assess candidates for ZIF's pool of German civilian professionals for deployment to international peace operations, and to provide field-oriented preparation for personnel in such operations. The Center for International Peace Operations (ZIF) holds training courses for future German civilian personnel in international peace and election observation missions by the U.N., OSCE, the EU, and other international organizations. ZIF's courses are also open to a limited number of international participants. However, only German nationals can become members of ZIF's personnel pool.	<i>Pre-Deployment (approximately 2 weeks)</i> <ul style="list-style-type: none"> Development of international peace operations Structure and mandate of international organizations such as the U.N., OSCE, and EU Analysis of past and ongoing conflicts International law, human rights, and rule of law Code of conduct Intercultural communication Negotiation and mediation Monitoring and interviewing techniques Gender aspects in conflict situations Cooperation with NGOs Civil-Military Cooperation Personal security, mine awareness, and behavior in complex risk situations (e.g., roadblocks, hostage-taking) Radio communication Use of maps and GPS Use of 4-wheel drive vehicles First aid and stress management Information on national recruitment and secondment procedures (for German nationals) 	<ul style="list-style-type: none"> ZIF does not provide any skill-based training. However, the organization does offer specialized training on two topics: <i>Rule of Law</i> and <i>Mission Management, Administration, and Support</i> ZIF recommends that participants deploy within 6 months of their training A CD-Rom containing a large collection of up-to-date reading material is made available to course participants free of charge Driving training is critical as statistics show that most civilians deaths in peacekeeping missions are the result of auto accidents.

5.5.2 Common Themes in Training Curricula

Table 5-4 illustrates common themes in the training curriculum of the organizations benchmarked for this study. Organizations highlighted in yellow primarily deploy functional specialists; whereas, organizations highlighted in green specialize in deploying policing and security personnel. BearingPoint's recommended training curriculum was developed based on these common themes, in addition to survey results and supporting data.



Table 5-4. Common Themes in Training Curricula

Course Type	3161	Australin IDG Police	CANDEM	EU	FEMA	NORDEM	INL/Dyncorp	OSCE	PSD Programs	U.S. Marshals, International	USAID, DART	ZIF
Anti-Terrorism, IEDs	X					x	X			X		
Culture	x	x	x	x		x	x	X		x		X
Language							X					
Region/Mission	x	x	x	X	x	x	x	X		x		X
Communications		x	x	X		x		X			x	X
Military, IO, NGO Overview			X			x	x	X				X
Hostage Survival	x	X					X					X
First Aid		x	X			x	x	X			X	
Weapons Familiarization	x	x		X		x	x	X	x	X		
Weapons Refresher		x		X			X		x	X		
Human Rights		x	x	X		X		x				
Ethics				X	X							
Landmine						X		x			x	X
Case Studies						X						
Convoy		x					X		x	X		
Surveillance						x	X		X			
Stress							x	x				
Driving Techniques		X									X	X

5.5.3 Training Events

☑ Recommendation: Reservists would participate in four to six training events during their period of service: baseline training, orientation, annual training, pre-deployment readiness, leadership training, and in-country training. Additional training may be required depending on the objective of the mission and/or the region supported.

5.5.4 Baseline Training

During the recruitment process, BearingPoint recommends that individuals be screened to establish their level of knowledge and proficiency in a number of areas. If their assessment scores indicate that some baseline training is needed, distance learning courses should be offered to prepare the reservist for orientation. Baseline training should cover basic principles of the Reserve, cross culture, DoS missions, security, language, and ethics.

BearingPoint recommends that S/CRS leverage State's primary distance learning provider FastTrac as well as other vendor and interagency relationships for customized training development and delivery. Currently, individuals enrolled through FSI have access to 3,000 distance learning courses in more than 50 topic areas. FSI also uses Skillsoft, another distance learning vendor, and has plans to offer the Rosetta Stone language suite to its students.

When organizations interviewed were asked what percentage of courses they offered were taught via distance learning, 60% responded that 0–3% of their courses are delivered through distance learning mechanisms.

Table 5-5 highlights examples of existing online courses that could be leveraged to provide a strong baseline to incoming reservists.





Table 5-5. Existing Distance Learning Courses

Course	Duration	Description	Owning Organization
United Nations Civilian Police: Restoring Order Following Hostilities	(9 lessons, 201 pages)	This course familiarizes the student with roles and duties of U.N. Civilian Police in restoring civil order following hostilities. Topics include the U.N. and the U.N. Charter, a History of CivPol Operations, Privileges and Responsibilities, Staff Duties, Reporting, Liaison, Negotiation, Mediation, the Use of Interpreters, Administrative Matters, Logistics, Security and Safety, Hijacking, Detainment, Mines, Sniper Fire, First Aid, Communications, Radio Procedures, Driving, and various reference materials.	UNITAR POCI
Ethics in Peacekeeping	(8 lessons, 142 pages)	This course provides a basic overview and creates an understanding of the ethics in peacekeeping.	UNITAR POCI
Security Measures for United Nations Peacekeepers	(10 lessons, 247 pages)	Prepares military and civilian personnel for inevitable security problems on any U.N. mission.	UNITAR POCI
Cable Basics	2 hours	Designed to teach OFDA staff how to write effective cables. The site contains examples of different types of cables, as well as a 2-hour self-paced course. Successful completion of the course qualifies staff as OFDA "Authorized Cable Senders."	USAID/OFDA
Introduction to Working in an Embassy	10 hours	Introduces employees of U.S. Government agencies and their eligible family members to the structure and mission of United States embassies and consulates overseas. It is designed to assist them in working successfully in a diplomatic environment.	FSI
Ethics Orientation for New Special Government Employee	1 hour	Federal employees must meet the highest standards of honesty, integrity, impartiality, and conduct in order to maintain the public's trust in the integrity and fairness of the U.S. Government.	FSI
Foreign Language Self Study (wide range of languages offered)	90 day period	This program provides access to text and audio materials that are or have been used in FSI classes for self-guided language instruction in selected languages.	FSI
Express Online Language Familiarization	6-8 weeks	The Express Language courses provide basic familiarization with language and culture. Lessons are derived from situations likely to be encountered overseas in a particular locale. The training prepares the learner to get things done despite limited linguistic ability by making use of essential language and cultural knowledge.	FSI
Travel Preparation and Regulations	10 hours	Online learning provides participants with the information and skills required to make travel arrangements, prepare travel vouchers, and apply Federal Travel Regulations to TDY travel. The online course is interactive.	FSI
eAllowances – per diem	1 hour	This course provides information on how to correctly fill out the DS-2026 Hotel and Restaurant Report, commonly referred to as the Per Diem Form.	FSI
Cyber Security Awareness	Not Available	The Computer Security Awareness Distance Learning Course is designed to inform State Department employees of their responsibilities as OpenNet Plus users, and to make them aware of the need for security in using Department of State computing systems.	FSI



Course	Duration	Description	Owning Organization
Addressing Cross-Cultural Business Situations	4 hours	Addressing Cross-Cultural Business Situations offers students information about organizing and attending cross-cultural meetings, as well as processes for negotiating and solving problems in a cross-cultural meeting.	FSI (FasTrac)
Preparing for a Negotiation	4 hours	This session offers the student information about the different types of objectives and variables, how to identify objectives and variables, and how to establish negotiation requirements. This program also covers methods for researching the party with whom the negotiation will be held, as well as what types of information to find, such as the other party's reputation, negotiation style, and probable requirements.	FSI (FasTrac)
Business Travel Safety: International Travel	4 hours	In "Business Travel Safety: International Travel," you will learn how to make travel preparations and international travel arrangements. You will also learn how to increase your safety during air and ground transportation and at destinations, such as hotels, restaurants, and business events.	FSI (FasTrac)
Around the World in 80 Cultures	3 hours	A lesson on cultural roots will help you understand the development of cultural norms and mindsets in some of the world's cultures. Some things make sense if you have a few insights. Some don't; some things just have to be memorized. So before you insult your Brazilian host with a gesture that means OK to Americans and money to Japanese, you'd better develop a sense of what the nonverbal communication means in various cultures.	FSI (FasTrac)
Negotiation Skills	3 hours	In Essentials of Management: Negotiation Skills you will learn about the basic types of negotiations and the skills required to use them. You will also learn how to prepare effectively for negotiation by setting your goals and limits and applying logic.	FSI (FasTrac)
Managing a Crisis	3 hours	This session focuses on management during and after a crisis. It starts by covering challenges presented by crises, the importance of crisis recognition, and immediate management strategies on sudden crisis outbreak. It then moves on to management of information, decision-making, and managing with regard to legal issues.	FSI (FasTrac)
Understanding Cultural Differences	4 hours	This session offers students the information they need to understand the basics of cross-cultural business communication. The program provides information about the volume, pitch, and rate of speech that should be used when communicating cross-culturally. Cultural differences in nonverbal and written communication are also explained.	FSI (FasTrac)
Developing Cross Cultural Communication Skills	4 hours	This session offers students the information they need to build cross-cultural relationships. The program identifies cross-cultural barriers and explains the process for avoiding these barriers. In addition, information about employing and communicating through an interpreter is provided.	FSI (FasTrac)



☑ Recommendation: The Baseline Training curriculum for Civilian Reservists should leverage off-the-shelf courses available through FSI and FasTrac and by developing contracts to access courses from relevant organizations such as the United Nations Institute for Training and Research (UNITAR), USAID, and FEMA. Some basic S/CRS instructor-led courses such as *S/CRS New Staff Orientation* and *Conflict, Post Conflict, S/CRS Overview* should also be modified to be delivered via a distance learning mechanism.

5.5.5 Orientation

Orientation training would draw from basic courses offered at FSI's A-100 Orientation Course for new Foreign Service Officers and incorporate additional elements of the annual training commitment. This would ensure that the reservists receive the core training requirements so that they would be prepared to deploy within their first year. To reduce work time lost and costs, reservists would not participate in annual training until their second year of service.

The training curriculum defined for orientation currently spans eight business days for functional specialists and 10 business days for Civilian Police, Constabulary Police, and related positions. Orientation would be conducted within 90 days of acceptance into the CR and would follow the recommended admissions schedule that the Human Resources workstream references.

Table 5-6 details the recommended curriculum for reservist orientation.

Table 5-6. Recommended Orientation Curriculum

Week 1 Orientation		
Course	Duration	Description
Welcome to the Civilian Reserve and Badging	½ day	This session will review the purpose and responsibilities of Civilian Reservists, the organization of the CR, typical roles performed, deployment schedule, relationship of ARC and ACT, training, and expectations. During this time, the reservist would be issued an identification badge and a welcome kit. The welcome kit would include such things as a baseball cap, shirt, duffle bag, pen/pencil set, etc.
Mission and Structure of State and an Overseas Mission	½ day	This course will focus on the structure of a typical State Department mission and the related cones. The course also addresses what it means to be a USG employee and the expectations, prohibitions, and privileges of this status.
Conflict, Post-Conflict, S/CRS Overview (R&S Overview-basic)	1 day	(S/CRS course) This session provides a broad understanding of the core principles related to the establishment of S/CRS and describes how various agencies fit into R&S activities.
Cross-Culture	½ day	This session will address with cultural sensitivities, religious practices, customs, dress, educational levels, class systems and roles, and relationships in post-conflict areas.
Security Programs	½ day	This session will address the management of sensitive but unclassified data and classified information, and the protection of such information against potential threats.
Reporting	½ day	This session will address how to write cables and prepare reports and briefings developed in accordance with State policies and standards.
Communications and Field Equipment	½ day	(USAID) This session provides an overview of communications systems and the role of communications in safety and security. This session will also provides hands-on familiarization with field communications equipment, including VHF/UHF radios, HF radios, Mini-M satellite phone, global positioning systems, laptops, and digital imaging.



Week 1 Orientation

Course	Duration	Description
Planning Overview	1 day	(S/CRS course) This session provides a broad understanding of major planning models currently in use in USG and elsewhere, how R&S planning framework and related tools complement them, and the role of the framework in fostering an integrated approach to future R&S efforts.

Week 2 Orientation (FUNCTIONAL SPECIALISTS)

Course	Duration	Description
Reconstruction and Stabilization Outlook	½ day	This course will provide participants with some general information on the origin and evolution of ongoing, upcoming, and potential post-conflict environments.
Interagency, IO and NGO cultures and communications (S/CRS course)	½ day	This session focuses on the USG agencies represented on S/CRS staff and country response groups, as well as IOs and NGOs, to understand how these various groups operate in reconstruction and stabilization activities and the vocabulary they utilize.
Standard Operating Procedures	1 day	This session will highlight standard operating procedures to teach Civilian Reservists to perform effectively and consistently across all missions. Includes CR structure, mission statement and objectives, team management, administration, tools and resources, planning and reporting, communications, logistics, and security.
Case Study/ Simulation	1 day	This session will be led by functional specialists who have recently returned from deployment and would require participants to interactively respond to a case study from a relevant country, identifying strategies and resources for resolution. This course would help illustrate how domestic functional experience may or may not apply internationally.

Week 2 Orientation (CIVILIAN AND CONSTABULARY POLICE)

Course	Duration	Description
Reconstruction and Stabilization Outlook	½ day	This course will provide participants with some general information on the origin and evolution of ongoing, upcoming, and potential post-conflict environments.
Interagency, IO, and NGO cultures and communications (S/CRS course)	½ day	This session will focus on the USG agencies represented on S/CRS staff and country response groups, as well as IOs and NGOs, to understand how these various groups operate in reconstruction and stabilization activities and the vocabulary they utilize.
Standard Operating Procedures	1 day	This session will highlight standard operating procedures for Civilian Reservists so that they can perform effectively and consistently across all missions. Includes CR structure, mission statement and objectives, team management, administration, tools and resources, planning and reporting, communications, logistics, and security.
Convoy Operations	1 day	This session will teach techniques and protocols for conducting and protecting a convoy in different terrain situations.
Firearms Familiarization and Qualification	1 day	This session will review basic shooting principles of the primary weapons to be issued. Sight picture, loading, unloading, and the various shooting positions are covered.
Surveillance and IED	½ day	This session will review the primary disciplines of surveillance, counter-surveillance, and surveillance detection. This session also will familiarize participants with improvised explosive devices (IEDs) typically used in bombings.
Humanitarian Law	½ day	This session will cover background and definitions of humanitarian law, including rights of prisoners, rules of conduct in hostilities, means of implementation rights,



	and the Geneva Convention and its protocols
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☑ Recommendation: BearingPoint recommends that orientation training be conducted over 8 business days for functional specialists and 10 business days for Civilian Police, Constabulary Police, and related positions.

FSI has limited capacity to absorb a large component of this training; however, BearingPoint recommends that existing course material be leveraged from FSI as well as the Diplomatic Security Anti-Terrorism Course (DSAC). Two existing classes from S/CRS' training strategy should also be incorporated into the program. Other elements of the curriculum would need to be developed either by FSI's instructional designers or contracted to an outside vendor.

5.5.6 Annual Required Training

Most participants in our benchmarking and focus group sessions indicated that while professional development opportunities are a recruiting and retention incentive in general, a monthly training requirement would be overly burdensome and a disincentive to join the Reserve. The majority of personnel interviewed believed that the monthly training model followed by the National Guard and military reservists is "training lost." In addition, participants questioned whether the cost of conducting monthly training would be a poor financial investment as measured by training outcomes. Participants did support the concept of an annual training requirement as an important tool for establishing and maintaining a connection between the Reservist and the Reserve concept. In addition, because of the deployment length, most organizations supported both an annual and a pre-deployment training commitment for the Civilian Reserve.

The majority of officials from benchmarked organizations believed that the monthly training model followed by the National Guard and military Reservists is "training lost." In addition, these officials questioned whether the cost of conducting monthly training would be a poor financial investment as measured by training outcomes. While only thirty percent of the organizations we interviewed offer annual training, eighty percent offer pre-deployment training. While most benchmarked organizations do not require both, it is important to note that their required deployment lengths average six months or less.

BearingPoint recommends that the annual training program apply an approach similar to that of the FLETC course for NCIS agents deploying overseas. NCIS together with FLETC developed a four-week high speed program for their NCIS agents which requires 8-10 hours a day of classroom and tactical training. BearingPoint recommends that Civilian Reservists receive 8-10 hours of daily instruction as well; six days for functional specialists and eight days for civilian and constabulary police. Policing roles will require more tactical training due to the operational complexities of their functions and the extensive equipment they will be using in-country.

Annual training should be delivered to individuals and focus on developing the knowledge and skills needed to effectively perform their role in a post-conflict environment. To reduce costs and worktime lost, some courses could be developed as distance learning modules. These courses are identified in the table below as italicized text. S/CRS may identify additional supplemental training which could be delivered online. Survey results clearly indicate that distance learning is not a common mode of delivery with 60% of the organizations surveyed reporting that less than three percent of their training is delivered via distance learning. However, most organizations noted that they are working towards expanding their online curricula.

Table 5-8 details a sample curriculum for Civilian and Constabulary Police.



Table 5-7. Annual Training Requirements for Functional Specialists

Course	Duration	Description
Reconstruction and Stabilization Outlook	½ day	This course will provide participants with some general information on the origin and evolution of ongoing, upcoming, and potential post-conflict environments.
<i>Code of Conduct/Ethics*</i>	½ day	This session will inform participants of the standards of honesty, integrity, impartiality, and conduct that they are expected to maintain while members of the Reserve.
<i>Standard Operating Procedures*</i>	1 day	This session will highlight standard operating procedures for Civilian Reservists so that they can perform effectively and consistently across all missions. Includes CR structure, mission statement and objectives, team management, administration, tools and resources, planning and reporting, communications, logistics, and security.
Interagency, IO, and NGO cultures and communications (S/CRS course)	1 day	This session focuses on the USG agencies represented on S/CRS staff and country response groups, as well as IOs and NGOs, to understand how these various groups operate in reconstruction and stabilization activities and the vocabulary they utilize.
<i>Security Overseas Seminar*</i>	½ day	This session addresses topic areas mandated by State, including managing personal security; residential, fire, and environmental safety overseas; sexual assault awareness; hostage survival; and crisis and stress management.
Communications and Field Equipment	½ day	This session will provide an overview of communications systems and the role of communications in safety and security and hands-on familiarization with field communications equipment, including VHF/UHF radios, HF radios, Mini-M satellite phone, global positioning systems, laptops, and digital imaging
Case Study/Simulation	2 days	This session would be led by functional specialists who have recently returned from deployment and would require participants to interact and respond to an issue from a case study using the assigned country, identifying strategies and resources for resolution. This course illustrates how domestic functional experience may or may not apply internationally.

* *Italicized text denotes courses that could be taught via distance learning.*

Table 5-8. Annual Training Requirement for Civilian and Constabulary Police

Course	Duration	Description
Reconstruction and Stabilization Outlook	½ day	This course provides participants with some general information on the origin and evolution of ongoing, upcoming, and potential post-conflict environments.
<i>Humanitarian Law*</i>	½ day	This session covers background and definitions of humanitarian law, including rights of prisoners, rules of conduct in hostilities, means of implementation rights, and the Geneva Convention and its protocols.
<i>Standard Operating Procedures/Use of Force Policies*</i>	1 day	This session highlights standard operating procedures for Civilian Reservists so that they can perform effectively and consistently across all missions. Includes CR structure, mission statement and objectives, team management, administration, tools and resources, planning and reporting, communications, logistics, and security.
Interagency, IO, and NGO cultures and communications	1 day	This session focuses on the USG agencies represented on S/CRS staff and country response groups, as well as IOs and NGOs, to understand how these various groups operate in reconstruction and stabilization activities and the vocabulary they utilize.
Communications and Field Equipment (Refresher)	½ day	This session will provide an overview of communications systems and the role of communications in safety and security and hands-on familiarization with field communications equipment, including VHF/UHF radios, HF radios, Mini-M satellite phone, global positioning systems, laptops, and digital imaging.
Hostage Survival	½ day	This session would address such topics as identifying the threat whether it is criminal, mercenary or political. How to prevent capture. Avoidance strategies, capture behavior, and interrogation will be addressed



Course	Duration	Description
Convoy Operations	1 day	This session would teach techniques and protocols for conducting and protecting a convoy in different terrain situations.
<i>Stress Management*</i>	½ day	This session teaches methods and strategies to manage stress in critical incident situations.
Vehicle Search and IED	½ day	This session covers safe techniques for searching vehicles and provides familiarization with IEDs typically used in bombings. It also addresses actions that individual law enforcement officers can take to prevent or deter bombings, as well as techniques, tactics, and procedures that support an effective and safe response.
Surveillance	1 day	This session will review the primary disciplines of surveillance, counter-surveillance, and surveillance detection.
Firearms Familiarization and Qualification	1 day	This session will review basic shooting principles of the primary weapons to be issued. Sight picture, loading, unloading, and the various shooting positions are covered.

* *Italicized text denotes courses that could be taught via distance learning.*

☑ Recommendation: BearingPoint recommends that annual training focus on reconstruction and stabilization concepts, security, standard operating procedures, and some equipment training. This training would span eight days. BearingPoint recommends that annual training not be conducted during the first year of service because of the existing commitment to orientation training.

BearingPoint also recommends that functional and police specialists who have recently been returned from deployments be used as instructors and advisors during training.

5.5.7 Pre-Deployment Readiness

Once selected for deployment, reservists will be scheduled for pre-deployment training. Depending on the immediacy of their presence in-country, pre-deployment training will run for one to two weeks. This time would be spent completing necessary on-boarding activities and receiving region and mission-specific training. Most pre-deployment training will be delivered through in-person briefs.

Language training was cited by many organizations as critical to the success of the reservist, specifically for policing roles.

However, very few organizations offer language training to their deployees. BearingPoint recommends that reservists augment their pre-deployment training with online language courses and perhaps offer financial incentives for high test scores upon completion.

Table 5-9 details the required elements of pre-deployment training. Again, if reservists are needed immediately, this schedule would be compressed.

Table 5-9. Pre-Deployment Activities and Training

Week 1 – Pre-Deployment Activities and Training			
Course	Duration	Description	Mode of Delivery
Screenings	½ day	The reservist obtains a medical screening and dental screening to certify his/her health and to provide documentation in case of an emergency.	In-person at Deployment Center
Vaccinations	½ day	Depending on the assigned region, the reservist obtains vaccinations to ensure immunity against certain diseases and	In-person at Deployment



Week 1 – Pre-Deployment Activities and Training

		conditions.	Center
Invitational Travel Orders	N/A	International Travel Orders (ITO) are issued by DoS or DoD to authorize the reservist's travel to the assigned region. ITOs take about 10 days to process once the paperwork is filed.	Provided by DoS
Country Clearance Request	N/A	The Country Clearance number authorizes the reservist to work overseas with the State Department. This process generally takes 10 days from the date of request.	Provided by DoS
Mobilization Packet	N/A	Each reservist receives a detailed Mobilization Packet that encompasses all logistics necessary to prepare him/her and family for deployment. The packet serves as a guide/manual that the reservist can refer to with deployment-related questions.	Provided by DoS
Situation Report	½ day	This course gives a detailed assessment of the current situation in the region to which the reservist will be deployed. The assessment will show the threat levels involved, who is in country, the various roles/responsibilities in country, the purpose of the Mission, etc.	Classroom: Instructor-led lecture
Political History of Region and History of Conflict	½ day	This course provides the reservists with a basic understanding of the political history of the region they will support and the history of the conflict. Participants will gain an understanding of the political sensitivities and the outcome of the conflict.	Classroom: Instructor-led
Language Highlights	1 day	This course gives a high-level overview of the native language of the country. Reservists will learn key words and expressions to ease their transition in country.	Classroom: Instructor-led
Culture & Class System	1 day	This course gives an in-depth overview of the current class system and culture of the assigned region so that the reservist can be sensitive to customs, religious beliefs, traditions, and values.	Classroom: Instructor-led lecture (½ day) Joint Exercises (½ day)
Technical Sector Overview (S/CRS course)	1 day	This course provides participants with an overview of the key technical sectors and how their role plays into the overall reconstruction and stabilization mission.	Classroom: Instructor-led

Week 2–Pre-deployment Training: Abbreviated Diplomatic Security Anti-terrorism Course (DSAC)

Course	Duration	Description	Mode of Delivery
Surveillance Detection	1 day	This course teaches the student to instinctively recognize and report surveillance to the appropriate security professional.	Simulation
Safehaven Medicine	½ day	This course is designed to give rudimentary life-saving skills to use in real life situations overseas where reliable first responder medical personnel may not be immediately available.	Hands-on exercises
Security Overseas	½ day	This course will teach the reservist how to be safe and aware when in country. He/she will learn how to protect him/herself and what to expect in terms of personal security.	Classroom: Instructor-led lecture
Driving Techniques & Explosive Device Awareness	2 days	This course takes students to a race-track location where the students learn basic vehicle dynamics, high-speed driving, and some valuable evasive driving techniques that are proven life-savers overseas. The students are also taught about the effects of IEDs and basic bomb search techniques.	In-field on race track (1 day) Classroom: simulation & instructor-led (1 day)
Hostage Survival	½ day	This course will teach the reservist basic hostage survival techniques	Classroom: Instructor-led lecture & simulations



**Week 2–Pre-deployment Training: Abbreviated Diplomatic Security
Anti-terrorism Course (DSAC)**

Use of Force Policies	½ day	This course will address specific use of force policies and protocols for the assigned mission (Constabulary Police only)	Classroom: Instructor-led lecture & simulations
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☑ Recommendation: BearingPoint recommends one to two weeks to support pre-deployment activities and training to prepare reservists for their assigned missions. Constabulary police should train together in units, if possible, prior to deployment. Activities and training should include the elements described in Table 5-9 above.

In addition, BearingPoint recommends that a formal assignment letter be issued to the reservist that specifically describes his assignment and standards. BearingPoint also recommends that S/CRS develop a mobilization guide to answer frequently asked questions and provide formal guidance on their deployment. BearingPoint has developed such materials for our international assignments. Samples of these documents can be found in Appendix E.

5.5.8 Leadership Training

Throughout our interviews, the importance of identifying and developing strong leaders for the program was often referenced. Survey data supported this notion with 42 percent citing R&S Leadership Training to be extremely important.

Thus, according to a reservist's experience or assessed potential, he/she may be invited to participate in Leadership Training. The objective of this program would be to teach conceptual principles of leadership and to discuss the ethical responsibilities inherent in leading others. This three-day course would also address essential elements in creating and managing effective teams.

☑ Recommendation: BearingPoint recommends that leadership training be delivered to current and potential leaders of the CR program. This training should be delivered during a three-day workshop and should also include components of S/CRS' advanced courses such as *Coordinating Interagency Programming* (1-2 days) and *Leading Integrated Planning Processes* (1-2 days).

In addition, once assigned to a project team, Program Managers and others serving in a leadership or supervisory role in the CR should participate in this capacity during annual and pre-deployment training during simulations, case studies, and other experiential activities designed to promote team cohesion.

5.5.9 Training In Country

☑ Recommendation: If required, additional training may be conducted in country. This training would be event-driven and the most likely modes of delivery would be on-the-job training, cross-functional training, and mentoring relationships. BearingPoint recommends that distance learning mechanisms be utilized as much as possible for this training, specifically for developing language skills. BearingPoint also recommends that constabulary Police forces on be assigned a formal mentor, if available, to shorten the learning curve and ease their transition once in-country.

5.5.10 Training Administration

Training Staff: Full-time dedicated staff at S/CRS headquarters will oversee all aspects of training and may engage contractors as necessary to design, develop, and deliver training, as well as provide facilities,



equipment, and information technology (IT) and database services related to the creation and maintenance of a Learning Management System (LMS).

☑ Recommendations: *Learning Management System (LMS)*. S/CRS should develop and maintain an LMS for the purposes of tracking reservists' competencies, training requirements, completed training, and deployment (such as on-the-job training). Reservists should be able to access and complete required online training courses and register for in-person training on the LMS. Further, the LMS should be integrated on the back-end with the master roster and with an online performance management system. Reservists should be able to update their competencies as needed to reflect additional qualifications and certifications they obtain, with a requirement to do so every six months.

Advisory Council. A working Advisory Council with members from key stakeholder organizations should be formed to advise on all aspects of training for Civilian Reservists and Constabulary Police. Membership on the Council should be limited to a maximum of 12 members representing distinct organizations and should include high-level designees from organizations such as the following:

- Army – National Training Center
- Department of Homeland Security
- FLETC
- ICITAP
- OPDAT
- INL
- PKSOI
- NIMS Integration Center
- USAID OFDA

The Council is a critical mechanism for engaging the interagency, leveraging the expertise and experience of R&S training experts, and capitalizing on existing training. Periodically, meetings of the Council should invite broader participation from the domestic and international organizations whose training BearingPoint reviewed as part of this study. The Council should work with S/CRS headquarters staff to capture and disseminate best practices regarding R&S training. The top training official at S/CRS should serve as the staff liaison with the Council. At a minimum, the Council should meet quarterly and more frequently during the initial development phase of CR training.

Training Waivers. Because reservists will be selected based on their technical skills, S/CRS will provide only country- and conflict-specific skill building and application training and practice. The policy will be for no waivers to be issued for this training. However, waivers may be sought and granted for the following training courses:

- DSAC: Individuals who have completed the DSAC course within the past 12 months may receive a waiver.
- Online Courses: Successfully passing an online pre-test will allow reservists to waive out of the course and receive credit.
- Contract Renewals: Reservists who re-new their 4-year contracts may request a waiver for the boot-camp requirement, if they deployed within the past 12 months.

Evaluation. Full-time S/CRS training staff should be responsible for evaluating the effectiveness of all training interventions. BearingPoint recommends two levels of training evaluation. A level-one training



evaluation should follow each training experience in the form of a simple survey completed by training participants. A level-two evaluation should be administered to each reservist upon return to the United States as part of the debriefing process. Each reservist should rate the effectiveness of the training in preparing him/her for deployment and make suggestions for improvements. S/CRS should use the aggregate data from these evaluations to inform ongoing improvements in the training that reservists receive.

Refresher training. S/CRS training staff should determine when refresher training is required. Most organizations interviewed do not conduct refresher training. Given the nature of assignments and changing requirements, most organizations we benchmarked require that individuals complete the pre-deployment process in its entirety if they have been away from the field for more than six months. If an individual decides to extend a current deployment, no refresher training would be required. S/CRS Headquarters should determine when each training component expires and when refresher training is required and should track each reservist's requirements for refresher training in the LMS.

5.5.11 Training Resources and Costs

A variety of facilities are currently being used to provide basic and pre-deployment training for civilians fulfilling humanitarian, policing, and functional roles in overseas environments.

For CivPol training, the U.N., INL, and related organizations contract training to vendors such as DynCorp and Civilian Police International (CPI) who have dedicated training centers in Virginia that offer classroom and hands-on tactical training. The Australian Federal Police's IDG also has a dedicated facility, the International Training Complex (ITC), that recreates conditions found in countries where people are deployed to help restore law and order and work with local police to build capacity. Sitting on 489 acres, the ITC consists of 18 buildings including a town hall, corner store, and local school. It also includes a "burning house" that provides personnel with a simulated environment for public order operations.

For annual and pre-deployment training in areas other than civilian policing, many organizations leverage military bases and international groups and academic institutions that offer such training. Most organizations interviewed recommend that training be contracted out or accessed through a relationship with another organization active in the field of R&S.

For annual and pre-deployment training in areas other than civilian policing, many organizations leverage military bases and international groups and academic institutions that offer such training. For 3161s deploying to Iraq, the Department of State relies on multiple facilities for training and support. Initial training of 3.5 days is conducted at the FSI. This is followed by approximately 5 days of DSAC at DSTC and contracted facilities with additional pre-deployment support and briefings provided at Fort Belvoir. Indeed, most organizations we interviewed recommend that training be contracted out or accessed through a relationship with another organization active in the field of reconstruction and stabilization.

Table 5-10 provides a summary of the average costs for pre-deployment training from select organizations.



Table 5-10. Training Costs for Pre-Deployment Training

Organization	Average Cost for Pre-Deployment Training
Australian Federal Police	\$5,700 per head/12 days \$380 per head/per day for additional mission-specific training
DSAC	\$2,000 per head for 5 days
DynCorp's Police Assessment Selection Training (P.A.S.T) Process	\$2,000 per head for 10 days
United Nations CivPol	\$2,500 per head for 10 days

*These costs do not include travel, per-diem or lodging.

☑ Recommendation: BearingPoint recommends that existing/available training facilities, course offerings, and LMSs and tools be leveraged to the greatest extent possible.

Orientation: Although, the FSI reported that they do not currently have the capacity to support a significant amount of training for Civilian Reservists because of resource constraints, they do have some flexibility during the months of November and December to conduct orientation training.

BearingPoint also recommends that the DSTC be leveraged. Currently, DSTC has resources to support training for a small cadre of reservists each year, but they rely heavily on contracts with facilities where tactical training can be conducted.

Annual: This training should be contracted out to a local training provider or academic institution.

Pre-Deployment: Pre-deployment training for policing functions should be contracted to a qualified vendor experienced in law enforcement training including firearm qualification and defensive tactics. BearingPoint also recommends that the vendor be accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA). CALEA was established as an independent accrediting authority in 1979 by the four major law enforcement membership associations: International Association of Chiefs of Police, National Organization of Black Law Enforcement Officers, National Sheriffs' Association, and Police Executive Research Forum. Pre-deployment training for functional specialists should be contracted to a vendor that can support the surge demands of this type of training.

BearingPoint recommends that S/CRS coordinate pre-deployment training efforts with the military, in particular the Army National Training Center. S/CRS should leverage existing military training for civilians deploying to particular countries with existing military operations whenever possible. For example, CR Headquarters should evaluate the possibility of leveraging a new state-of-the-art training center being designed at the Aberdeen Proving Ground in Hartford, MD. The Center for Security Training and Technology (C-STAT) is a live-fire, realism-based training center that includes classrooms, a conference center, lodging, recreational amenities, and a research and development office park. The purpose of the center is to provide law enforcement and military training in disaster response, urban warfare, and anti-terrorism.

5.6 Equipment

Ensuring reservists have the proper equipment to successfully perform their roles and ensure their safety is equally important as their training curriculum. Equipment will vary depending on the requirements of the mission and the threat environment.



5.6.1 Relevant Benchmarks on Equipment

To determine what standard equipment would need to be issued to each reservist, BearingPoint collected equipment lists from relevant organizations that deploy civilians to serve in humanitarian assistance and reconstruction and stabilization roles. Table 5-11 provides a list of basic equipment issued and specialized equipment packages, depending on the region or mission supported.

Table 5-11. Standard and Specialized Equipment Issued For International Missions

Org	Standard Equipment Packages		Specialized Equipment Packages
3161s	<ul style="list-style-type: none"> Radio Radio Charger Iraqna telephone (local carrier) 	<ul style="list-style-type: none"> Kevlar Vest Helmet 	<ul style="list-style-type: none"> MCI Phones (trans-atlantic)
CANADEM	<ul style="list-style-type: none"> Laptop Projectors Satellite Phones Uniform (for police only) 		<ul style="list-style-type: none"> Allowance is provided to each employee to purchase mission-specific items and equipment that is best procured locally, such as cell phones. Additional equipment (such as weapons) is provided by host organization such as U.N.
Australian IDG	<ul style="list-style-type: none"> Hat – Wide Brim Cap - Baseball Jacket – Raincoat Safety Vest - POLICE Shirt – L/Sleeve Cargos – Navy Trousers - Twill Belt 50mm - Webbing Belt 32mm – Blue Nylon Boots – Stealth (pair) Socks Wigwam (pair) Search Gloves (pair) Riggers Gloves (pair) Trouser Ties (pair) Sunglasses Keepers (set 4) Duffle Bag Camelback Back Pack 	Personal Deployment Kit: <ul style="list-style-type: none"> Ear Plugs Pk2 First Aid Kit Foot Powder 100g Hand Wipes Pk30 Insect Repellent Rid Lip Balm Solastick 30+ Maglite Pouch Mini Maglite Torch Mini Map Case Large Mask Pocket Resus Mask Respirator 9913v Money Belt Cotton Mosquito Coils Pk 10 Sewing Kit Sunscreen 30+ 125ml Supertool 200Nylon Pouch Tag Luggage Towel Bath Dark Blue Battery AA Alkaline Pocket Notebook 	Field Deployment Kit: <ul style="list-style-type: none"> Compass Cup Knife/Fork/Spoon Set Mattress Stretcher Pillow Sheet Cotton Inner Sleeping Bag Shower (Solar) Fuel Stove Fuel Bottle & Seals Water Carrier Collapsible Pad Lock Ocky Straps Bum Bag Shaving Mirror Tag Luggage Plug Adaptor
ARMY, Individual Reserve	<ul style="list-style-type: none"> Individual weapon Mask Authorized Organizational Clothing and Individual Equipment (OCIE) Helmet (with cover) OTV SAPI plates Duffel bag 	<ul style="list-style-type: none"> Boots (hot/cold weather) Mat First aid kit Poncho Gloves Tags 	Specific items required for safety or security, such as: <ul style="list-style-type: none"> Chemical defense equipment Cold weather equipment Mission specific safety Donut pad for helmet (IF APPLICABLE) Water purification tablets
CDC	<ul style="list-style-type: none"> Survival gear kit Tents Water purifiers Sleeping bags and pads 		<ul style="list-style-type: none"> Mission-specific equipment (e.g., medicine)



Org	Standard Equipment Packages		Specialized Equipment Packages
	<ul style="list-style-type: none"> Medicine Cell phones Computers Software Satellite phones Blackberry 		
FEMA	<ul style="list-style-type: none"> Cell phone Laptop GPS 		<ul style="list-style-type: none"> Pneumatic-powered tools Electric tools Hand tools Rope Medical/patient care HazMat specialist equipment Portable radios Computers Power sources Batteries Task Force Support Personal bag
ICITAP / OPDAT	<ul style="list-style-type: none"> Uniform Shirt Hat Insignias Boots Shoes Rain Coats Carrying Bags Sam Brown Belt Handcuffs Baton (std or t type) Bullet and puncture vests, etc. 	<ul style="list-style-type: none"> Revolver or Pistol Shotgun Rifle: MMP5, M16, Uzi, etc. Ammunition Individual Radios and Base Stations (Secured Channel) Phones and Cell Phones GPS Patrol Car 	<ul style="list-style-type: none"> Specialized Non-Lethal Devices/Munitions (Pepper Spray) Surveillance Equipment Patrol Prisoner Transport Police Transport Bus Small and large Pick Ups, 4 x 4s Critical Incident Command Vehicle, etc. Motorcycles Bikes Horses Boats Planes and Helicopters Armored Vehicles
INL, Civilian Police	<ul style="list-style-type: none"> Shirt Pants Socks Tactical Vests 	<ul style="list-style-type: none"> Holsters Belt 9 Mil Pistol M-4 Rifle 	<ul style="list-style-type: none"> Some additional equipment is issued at CRS in Ft. Bliss
Military Police	<ul style="list-style-type: none"> Bag duffel Bag clothing wtrproof Belt Canteen, 2 qt plastic Canteen 1qt w/m1 cap Case first aid lc-1 Cover helmet cam Cover, canteen 2 qt Cover canteen 1qt. Cup wtr canteen lc-1 Field pack w/o liner Frame fld pk w/straps 	<ul style="list-style-type: none"> Liner w/w poncho a357 Mat sleeping Trsr wet wthr Overshoes vinyl Overshoes, vinyl Parka wet weather Poncho wet Parka gortex Sweater, wool Sweater, wool Shltr 1/2tent cmplete Trouser gortex 	<ul style="list-style-type: none"> M249 Semi Automatic Weapon (SAW)- Selected personnel (usually team leaders, one per vehicle) MK 19 Automatic Grenade Launcher - (considered crew served, one per vehicle) M4 Rifle (all personnel except commissioned officers) M203 (grenade launcher) 1 per squad. 50 caliber Machine gun 2-3 per MP Company



Org	Standard Equipment Packages		Specialized Equipment Packages
	<ul style="list-style-type: none"> Goggles, sun wind & dust Goggles, sw ballist Helmet gnd/prchutst Insect bar field type Intrenching tool hd Liner coat nyl 	<ul style="list-style-type: none"> Trousers, gortex Sleeping bag black Sleeping bag univ ty2 Strap tie down Suspenders nylon Susndrs trs scissors 9mm beretta pistol 	
PSDs	<ul style="list-style-type: none"> Shirt Pants Socks Body Armor 	<ul style="list-style-type: none"> Holsters Belt 9 Mil Pistol M-4 Rifle 	<ul style="list-style-type: none"> 50-caliber weapon, armored vehicle PSDs often purchase additional equipment to supplement standard equipment issued
USAID, DART	<ul style="list-style-type: none"> Field Operations Guide (FOG) for disaster assistance and response Personal first aid guide Position description and checklist pertaining to assignment Malaria Pills Field pack or remote location kit Laptop computer Communications equipment Global Positioning System (GPS) 	<p>Expendable Items:</p> <ul style="list-style-type: none"> Office supplies Gloves, Small water containers Plastic sheeting Blankets Tents Hardhats Hand tools <p>Nonexpendable Items:</p> <ul style="list-style-type: none"> Vehicles Radios Generators Specialized tools Computers 	<p>Team Leader Equipment:</p> <ul style="list-style-type: none"> Contact list of POCs Mission Disaster Relief Plan USAID decals & stickers Telecommunications equipment relevant to mission Reference documents pertaining to country Copy of cable traffic All directives & team support documents Office supply kit Remote location first aid manual, such as "Where There is No Doctor: A Village Health Care Handbook"
United States Marshal Service, Iraq	<ul style="list-style-type: none"> 5.11 Long Sleeve Shirts 5.11 Short Sleeve Shirts 5.11 SS Polo Shirts Mock T Shirts Sweat Shirt 5.11 Pants 5.11 Boots Belts Fleece HH Jacket Caps BFM Backpack Sleeping Bag Sleeping Mat Gloves Light Gloves CW Travel bag Travel bag large with gun case 	<ul style="list-style-type: none"> Water System Wiley X glasses Leatherman Tool Knife Gas Mask Helmet 6004 Tan holster GPS Wrist Scarf Patch Flag Body Armor Gun Bag Go Bag H&K M416 Glock 40 Cal Duty Belt Mag pouch Cuffs Flashlight Load baring vest w pouches Ammo (.40 & .223 Cal) 	



5.6.2 Common Trends in Equipment Issued

Table 5-12 illustrates common trends in equipment packages. Organizations highlighted in yellow primarily deploy functional specialists; whereas, organizations highlighted in green specialize in deploying policing and security personnel. BearingPoint's recommended equipment matrix was developed based on these common themes, survey results, and supporting data.

Table 5-12. Common Trends in Equipment Issued

Equipment	3161	CANADEM	Australian IDG	Army Individual Ready Reserve	CDC	FEMA	ICITAP/OPDAT	INL, Civilian Police	Military Police	PSDs	USAID, DART	U.S. Marshals
Communications												
Radio	X					X	X				X	
Telephone	X	X			X	X	X					
Laptop		X			X	X					X	
Compass/GPS			X			X	X				X	X
Batteries/power source			X			X						
Clothing												
Hat			X				X					X
Shirt			X				X	X		X		X
Jacket			X						X			X
Rain Gear			X	X			X		X			
Pants			X					X	X	X		X
Belt (Clothing/Weapons)			X				X	X	X	X		X
Boots			X	X			X					X
Socks			X					X		X		
Gloves			X								X	X
Uniform		X					X					
Equipment												
Back Pack			X									X
Duffle Bag			X	X		X	X		X			X
Camelback/water			X		X				X		X	X
Mask			X	X								X
Mat			X	X					X			X
First Aid			X	X	X	X					X	
Flash light			X									X
Tent					X						X	
Sleeping Bag			X		X				X		X	X
Tools						X			X		X	X
Helmet	X			X					X			X
Sunglasses/goggles			X						X			X
Safety Vest/Body Armor	X		X	X			X	X		X		X
9 Mil								X	X	X		X
Shotgun							X					
M4								X	X	X		
M16							X					



Equipment	3161	CANADEM	Australian IDG	Army Individual Ready Reserve	CDC	FEMA	ICITAP/OPDAT	INL, Civilian Police	Military Police	PSDs	USAID, DART	U.S. Marshals
Other Firearm				X			X		X	X		X

5.6.3 Equipment Requirements by Job Function

Equipment requirements were identified by benchmarking comparative organizations and will vary according to the role the reservist will be fulfilling. Reservists will most likely fulfill a role in one of five following job categories: security, rule of law, essential services, civil administration, and functional specialties such as finance, economics, business development, and health.

Reservists will be responsible for three types of equipment:

- **Expendables** are those items issued for use on assignment that are used up, consumed, or possibly left in-country for use by replacements or local individuals in continuing stabilization and reconstruction efforts. Expendable items may include items such as office supplies, gloves, blankets, tents, first aid kits, and hygiene kits.
- **Non-Expendables** are those items issued for use in stabilization and reconstruction efforts that can be returned and refurbished for use on future assignments. Non-expendable items may include radios, computers, and vehicles.
- **Personal** items consist of clothing, toiletries, glasses/contacts, cameras, pocketknives, binoculars, prescription medicines, insect repellent, flashlights, sunglasses, sewing kits, local currency, and plug adapters unless specifically required and issued. Personal items are not issued to the reservist. It is incumbent on the individual reservist to determine what personal items are required in-country.

Equipment requirements can be separated into two categories: standard equipment packages and specialized equipment packages. Standard equipment can be described as equipment that is required for the reservist's role. Specialized equipment can be categorized as equipment that is either specific to a region or required for a particular mission.

Table 5-13 details the standards and specialized equipment packages required for each function.

Table 5-13. Equipment Requirements by Function

Role	Standard Equipment		Specialized Equipment
Constabulary Police	<ul style="list-style-type: none"> ▪ M4 ▪ 9 Mil Pistol ▪ MilSpec Vest ▪ Shirt ▪ Socks ▪ Boot ▪ Pants ▪ Cap/Hat ▪ Carryall ▪ Helmet with face mask 	<ul style="list-style-type: none"> ▪ Search Gloves ▪ Cold weather gear ▪ Gun belt with holder ▪ Two sets of handcuffs ▪ Expandable Baton ▪ Radio ▪ Radio Charger ▪ Laptop ▪ Patrol Vehicle ▪ Shotgun ▪ Operations Guide 	<ul style="list-style-type: none"> ▪ Pepper spray ▪ Flashlight ▪ Gas mask ▪ Recording microphones ▪ Curved knife ▪ Binoculars ▪ Taser ▪ Armored Vehicle (Suburban)
Civilian	<ul style="list-style-type: none"> ▪ M4 	<ul style="list-style-type: none"> ▪ Gun belt with holder 	<ul style="list-style-type: none"> ▪ Projector



Role	Standard Equipment	Specialized Equipment
	<ul style="list-style-type: none"> ▪ 9 Mil Pistol ▪ Tactical Vest ▪ Helmet ▪ Shirt ▪ Socks ▪ Boot ▪ Pants ▪ Cap/Hat ▪ Carryall 	<ul style="list-style-type: none"> ▪ Radio ▪ Radio Charger ▪ Laptop ▪ Patrol Vehicle ▪ Operations Guide
Functional Specialists	<ul style="list-style-type: none"> ▪ Radio ▪ Radio Charger ▪ Kevlar Vest ▪ Helmet 	<ul style="list-style-type: none"> ▪ Training Materials and Aids

Reservists will be trained on the utilization of standard equipment during their annual and pre-deployment training. Thus, equipment will need to be purchased specifically for use during annual training.

☑ Recommendation: Recommended equipment is detailed in the table above. BearingPoint recommends that most equipment be issued during the pre-deployment phase. Some additional equipment such as vehicles and rounds of ammunition will be shipped separately and issued in-country if needed. In addition, some equipment will be shared among teams (One armored and armed Suburban for every three reservists and one armored Landcruiser for every four reservists)

5.6.4 Equipment Management/Maintenance

Equipment should be managed and maintained locally in the Washington, DC metro area. Due to extensive lead times associated with procuring some equipment, it is critical that some equipment, such as vehicles, be purchased or pre-negotiated during force build-up and stored. Other equipment would be purchased just-in-time to reduce warehousing costs.

☑ Recommendation: BearingPoint recommends that an MOU be established with the Department of the Army to leverage some equipment, warehousing facilities, and maintenance support. Currently, State has an MOU with DoD to utilize Fort Belvoir for such capabilities.

For clothing and textiles, office equipment, electronics, and vehicles, the USMS utilizes the Federal Prison Industries Incorporated, UNICOR to manage and procure the bulk of their equipment. UNICOR charges a small percentage for this service, but manages the inventory, issuance, and delivery of the equipment to personnel.

Accountability practices to include inspection, tracking, de-commissioning, and cost accounting will follow standard DoS guidelines or the standards of the issuing authority.

BearingPoint recommends that non-expendable equipment be bar coded with serial numbers for accountability purposes. To identify possible safety hazards and/or equipment in need of repair, non-expendable equipment will be inspected and maintained according to a schedule established by the equipment vendor/provider.



5.7 Deployment

Deployment lengths and frequencies will vary depending on the following:

- Objective of the DoS mission
- Job function and/or level of the reservist
- Phase of the mission (ramp up, phase down, etc.)
- Skill set and/or level of reservist assigned
- Other “actors” assigned

5.7.1 Tour Lengths and Frequency by Job Function

BearingPoint benchmarked the time to deploy, frequency of service, and length of deployment of comparative organizations, as shown in table 5-14.

Table 5-14. Deployment Lengths and Frequencies of Comparative Organizations

Organization	Time to Deploy	Frequency of Service	Length of Deployment
UNV	100–200 could deploy within 72 hours 2–5 weeks non-emergency	8 years of cumulative service No longer than 6 years in one duty station	Renewable 6-month contracts 2.2 years' average deployment length
NIFC	Within 24 hours	Indefinite Must maintain qualifications	2-week rotations, followed by 2 days off
DPKO	7–14 days	Varies	Up to 3 months
ZIF	3 weeks to 6 months	Indefinite	6 months–3 years
OSCE	Within 2 weeks	Varies	1 year standard Minimum 6 months May be extended to 2 years
European Commission	1–30 days	Info not available	Info not available
European Council	Within 5 days	Info not available	3 months May extend at will
CANADEM	24–48 hours	Indefinite	Weeks to years
ICITAP	Within days for smaller numbers Within 2 months for larger numbers	Varies	1 week to several years Standard 1-year contract can be extended in 1-year increments indefinitely
OPDAT	Within days for smaller numbers Within 2 months for larger numbers	Security (SS 85P) paperwork is good for 5 years, as long they perform once every 2 years	Varies; weeks to years
USAID – OFDA	Hours to days Depends on proximity of local office	Indefinite Renewable 1-year contracts	DART—30 to 90 days
INL	3–6 weeks	Info not available	1 year, with 2 R&Rs One-year contracts, renewed in 6-month increments for up to 2 years
AFP	24–48 hours	Up to 2 years	Up to 2 years
FEMA	12–48 hours	Indefinite Commit to being available 60	2 weeks to several months



Organization	Time to Deploy	Frequency of Service	Length of Deployment
		days a year	45-day rotations encouraged
USMS	60 days	Indefinite	6-month rotations
NORDEM	1–3 weeks	Indefinite Must maintain qualifications and certifications	1-year renewable contracts May renew up to 2 years
NDMS	24–48 hours	Indefinite Must maintain qualifications and certifications	2-week rotations

Time to deploy. While time to deploy varies from days to weeks for first responders and from weeks to months for other responding organizations, participants in prospective reservist focus groups indicated that they would require a certain period of advance notice to take care of financial and familial obligations and coordinate their absence from work.

- In the military reserve model, most reserve units are aware one to two months in advance of their pending activation. They receive official notice 45 to 60 days in advance of the date they are to report for deployment training/processing.

☑ Recommendation: BearingPoint recommends a 30- to 90-day time to deploy, from notice of activation to personnel arriving in country. This period will also serve as a notice period in order for reservists to:

- Give their employers notice of their impending absence
- Arrange family, housing, financial matters, and storage before deploying
- Complete pre-deployment training and any additional required screenings, clearances, or processing, estimated at between two to four weeks, depending upon country factors such as threat level

Tour length. The tour lengths of deployees from comparative organizations ranged from weeks to months for first responders and from months to years for other responders. Five organizations (AFP, ICITAP, OSCE, INL, and NORDEM) use a standard one-year contract, with the option to extend in six-month or one-year increments. Four of them (AFP, OSCE, INL, and NORDEM) place a two-year cap on deployment length. However, this does not preclude reservists from being deployed for future assignments.

In focus groups, most prospective reservists indicated that they would sign on for a maximum 12-month tour length. Many prospective reservists also indicated an interest in voluntary tour length extension and voluntary additional deployments. The experience of comparative organizations indicates that six months to one year as a standard tour length adequately satisfies the requirement for continuity of operations and the relationship building with locals and partner organizations that is critical in reconstruction and stabilization activities. However, law enforcement personnel may cease to be able to effectively perform in high-risk environments prior to a one-year tour. In all cases, it is important to maintain the ability to determine appropriate tour lengths by functional area in order to effectively accomplish mission objectives.

☑ Recommendation: BearingPoint recommends a 12-month maximum tour length. This is based on findings from benchmarking interviews and focus groups. The majority, thirty-three percent, of professionals who have deployed internationally reported that one-to-two years would be the maximum length of service that they would commit to an international deployment. A period of one year was also acceptable to prospective reservists from our focus group and would satisfy operational requirements and



continuity concerns. The tour length does not include the time needed for pre-deployment and post deployment activities, including training, processing, clearances, travel time, and out-processing. Shortened deployment cycles of 179 to 365 days should be considered for Constabulary Police and related roles operating in high-threat environments, given the intensity and risks associated with performing these roles.

Reservists should be notified of pending assignments as soon as possible to provide as much advance notice as possible.

Deviations from a one-year tour length may occur under the following circumstances:

- Tour lengths may vary by mission requirement and role/skill of reservist. CR Headquarters will determine the number of reservists needed for each skill set and their corresponding tour lengths of up to one year, based on information and assessments provided by the military, ACTs, local missions, embassies, and first-wave USG responders. The requirements will also determine whether a minimum tour length is appropriate in order to prevent issues with continuity and to account for initial start-up staffing needs.
- Shortened deployment lengths may need to be considered for reservists fulfilling Constabulary Police roles. FLETC trains more than 40,000 DHS, DOJ, and DoD employees each year to fulfill law enforcement positions domestically and overseas. Their training experts generally recommend rotations of 90 to 120 days with some exceptions of 179 to 365 days. While they agree consistency is important, they have found that skill levels can deteriorate in high-risk environments. When officers become conditioned to heightened threat levels as the status quo, performance can erode.
- At the end of a tour length, if the mission requires it, a reservist may request and be approved for an extension of up to one year in six-month increments. Maximum tour of duty for an individual reservist in a single country is two consecutive years, but may again be extended in six-month increments by a waiver for proven critical technical or leadership skills need.

5.7.2 Tour Frequency by Job Function

Tour frequency for comparative organizations varies dependent upon demand for certain skill sets and reservists' availability and desire to deploy. As the deployments of all comparative organizations are completely voluntary, no limits to tour frequency have been set. INL and FEMA do impose mandatory rest periods of six months and two days respectively, although INL is examining the possibility of reducing its required rest period. Additionally, a number of organizations cited a practice of dissuading reservists from making a career out of multiple deployments. Potential reservists in focus groups indicated that a standard contractual period of four years, with the requirement of one deployment of up to one year, would be acceptable.

Additional tours of duty could be requested by reservists and granted by CR as needed to fill mission requirements. During the post-deployment debrief and processing, a mechanism should be developed to give individuals the opportunity to sign up for additional deployments within the contractual period.

Additionally, CR Headquarters may identify critical positions that would necessitate increased tour frequency based on country mission requirements and could request but not require additional tours of duty based on critical leadership, regional, and technical skills requirements. This need may be addressed through training existing reservists, targeted recruitment, and granting waivers for extensions.

☑ Recommendation: BearingPoint recommends that reservists be allowed to request additional deployments beyond the one-year requirement within a four-year contractual period. These requests



should be considered and granted by CR as needed to fill mission requirements, with consideration given to reservists' record of performance. During the post-deployment debrief and processing, a mechanism should be developed to capture individuals who would like the opportunity to sign up for additional deployments within the contract period.

Additionally, CR Headquarters should proactively identify critical positions that would necessitate greater tour frequency based on country mission requirements and could request but not require additional tours of duty based on critical leadership, regional, and technical skills requirements. This need should also be addressed through training existing reservists, targeted recruitment, and granting waivers for extensions.

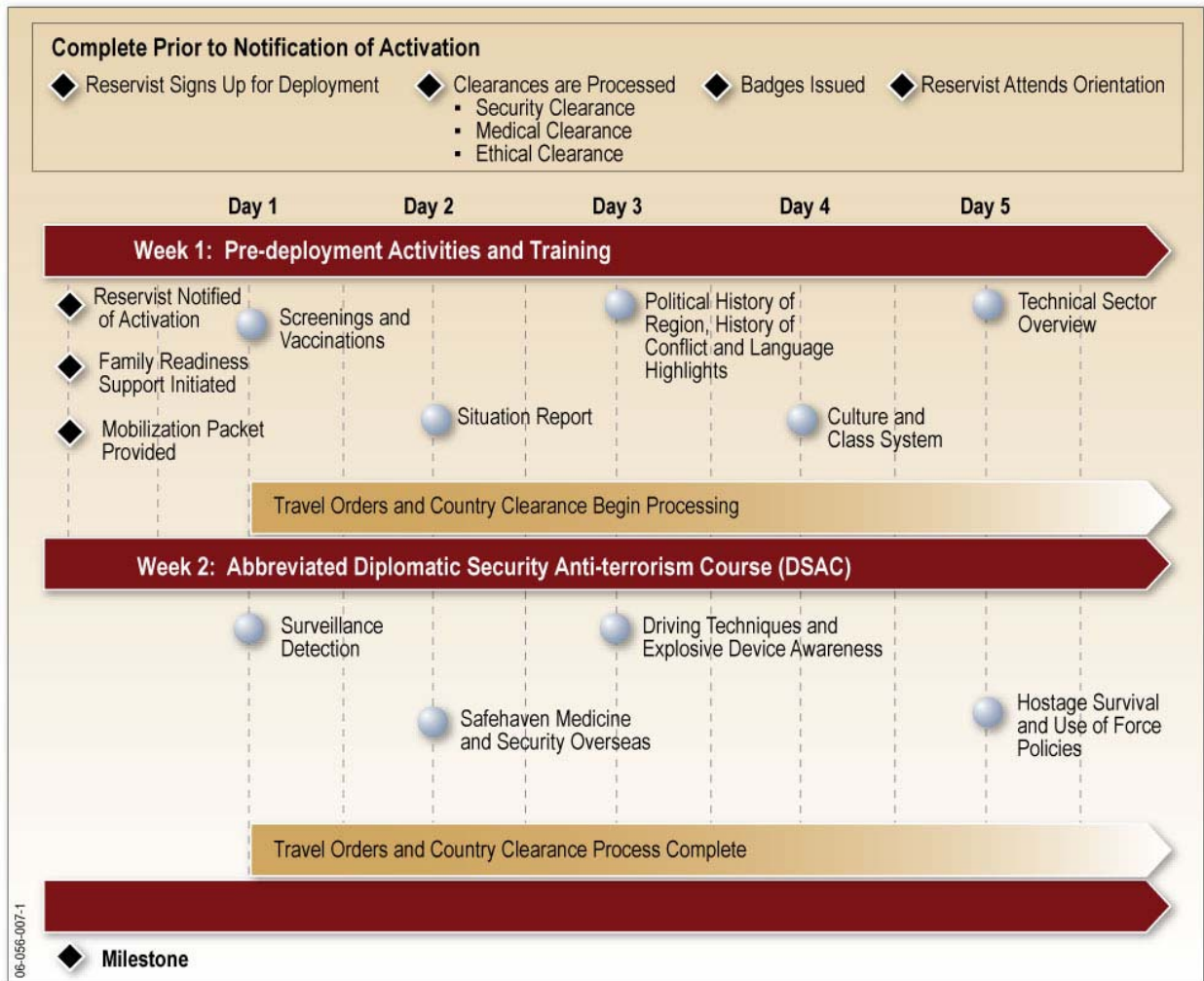
5.7.3 Deployment In-Processing and Pre-Deployment

During the hiring process, reservists will complete the mandatory screenings and assessments that are a condition of hire. During this time, it is expected that security clearances, medical screenings, and reference checks will be conducted. When the reservist is activated, additional activities and screenings will need to be conducted prior to the individual's departure to his/her assignment.

Figure 5-4 details the activities and milestones that would take place during on-boarding and once activated.



Figure 5-4. Pre-Deployment Activities and Training



5.7.4 Out-Processing

Preparing a reservist for his/her return home is a critical part of the reservist life cycle. In order for a reservist to have a successful and beneficial demobilization experience and transition to his/her return home, many things will need to occur.

☑ Recommendation: BearingPoint recommends a two-day demobilization process that would initiate upon the reservist's return to Washington, D.C.

Day One: The reservist will need to report to a designated site for debriefing and to return any equipment issued, unless there was a reason to leave the equipment in-country. The equipment will be checked in and its condition evaluated. If the equipment is in good condition, both parties, the reservist and the equipment assessor, will sign a document stating that it was returned in good condition. The equipment assessor will keep this document as record.

The reservist will also need to participate in a medical screening to assess his/her health status post-deployment in order to be proactive and precautionary with necessary immunizations, vaccinations, etc.



Depending on the country of mission, the reservist may need specific vaccinations that serve as a preventative measure for possible infections and/or diseases exposed to in-country.

This screening will also include a mental health assessment. This assessment is required and will be conducted by a certified mental health professional who specializes in post-traumatic stress disorder.

Day Two: If the reservist passes the medical screening and mental health assessment, he/she will attend an instructor-led seminar that focuses on strategies for transitioning back into previous relationships, careers, and daily life. This seminar will highlight warning signs to help people recognize when stress is not being properly managed and when they may need to seek professional help. Materials will be distributed to be passed on to family members to help educate them on how they can assist with the transition. BearingPoint recommends that S/CRS also conduct a debriefing to identify lessons learned and to gauge overall satisfaction with the Reserve program. At this time, Reservists will complete training evaluation forms and can also elect to renew their contract period.

5.8 Civilian Reservist Travel and Housing

5.8.1 Travel

DoS currently uses Carlson Wagonlit for travel services both domestically and internationally. Carlson Wagonlit is experienced booking international travel, specifically to emerging regions around the world.

Table 5-15 presents some sample travel costs provided by Carlson Wagonlit for airfare to such regions. Both coach and business class fares are provided. Although economy (coach) travel is the standard for air travel, recent changes in the FAM in 2006 do authorize the use of business-class air accommodations for TDY travel when the origin and/or destination is outside the continental United States and the scheduled flight time (including stopovers, but not including rest stop) on the usually traveled route is in excess of 14 hours (FAM 567 2-4). Costs represented were quoted for travel in July 2006 with a return in early 2007.

Table 5-15. Sample Travel Costs

Sample Travel Costs			
City of Origin	Destination	Class	Round-trip Cost
Washington, DC (IAD)	Amman	Coach	\$3506.90
Washington, DC (IAD)	Amman	Business	\$7387.01
Washington, DC (IAD)	Kuwait	Coach	\$2771.90
Washington, DC (IAD)	Kuwait	Business	\$7108.00
Washington, DC (IAD)	Khartoum/Sudan	Coach	\$3,016.92
Washington, DC (IAD)	Khartoum/Sudan	Business	\$7,416.92
Washington, DC (IAD)	Rwanda	Coach	\$2,926.42
Washington, DC (IAD)	Rwanda	Business	\$8,115.82
Washington, DC (IAD)	Haiti	Coach	\$682.00
Washington, DC (IAD)	Kosovo	Coach	\$1,852.69
Washington, DC (IAD)	Kosovo	Business	\$3,916.35
Washington, DC (IAD)	Bosnia	Coach	\$1,930.76
Washington, DC (IAD)	Bosnia	Business	\$3,787.87
Washington, DC (IAD)	Croatia	Coach	\$1,808.99
Washington, DC (IAD)	Croatia	Business	\$5,963.41



☑ Recommendation: Since reservists will be traveling at the request of the State Department, BearingPoint recommends that the CR program expand the existing DoS contract with Carlson Wagonlit to extend this support to reservists.

In addition, if the military is currently providing support in-country, BearingPoint recommends the utilization of MILAIR, if available. For example, currently, it costs the DoS an average of \$530 to fly from Amman to Baghdad one-way. However, if an individual contractor or 3161 flies MILAIR, there is no cost to DoS because of a MOU between DoS and DoD.

BearingPoint also recommends that an office be established similar to the Model for Overseas Management Services (MOMS), which managed the in-processing for 3161, DoS, TDY, and interagency personnel deploying to Iraq. MOMS was established because of the volume of individuals being deployed to Iraq on a weekly/monthly basis. MOMS handles State requirements such as country clearance, travel orders, travel vouchers, and deployment assistance. Typically such requirements are handled by the individual embassies/posts. Currently, MOMS has the responsibility to manage only the Iraq region, but expansion to cover other danger posts is being considered.

Given the number of internal travel documents required, it is recommended that the coordination element for country clearances, travel vouchers, etc. remain internal to the State department.

5.8.2 Housing

USAID frequently has urgent needs for housing, life support, and related facilities for short-, medium-, and long-term field missions.

USAID/DCHA/OFDA selects the best housing option available under the circumstances and all housing options are approved in advance by the Regional Security Officer (RSO), since USAID operates under the U.S. Ambassador's Authority. In the most austere conditions, OFDA short-term, emergency-response personnel will live in tents. In some cases, OFDA personnel will co-locate temporarily with the U.S. Military or the U.N. as needed. Most often, OFDA staff will be housed in commercial hotel space that they procure individually through Travel Authorizations or as a group through a purchase order.

For long-term staff based in the field, OFDA works with the USAID Mission and/or U.S. Embassy EXO to secure housing through the housing pool. OFDA will pay the Embassy or Mission for this service. In rare cases, the individual or group will secure their own longer term housing and be reimbursed through their Travel Authorization or contract in the case of PSCs; but, again, this is subject to RSO approval.

☑ Recommendation: BearingPoint recommends that ARC members be charged with the responsibility of determining housing needs and assessing housing pool options. If an Embassy compound or another response organization has adequate housing space available, this should be the first consideration. If no housing exists, BearingPoint recommends that DoS pre-negotiate Indefinite Quantity Contracts (IQCs) to address housing requirements. S/CRS can then competitively bid the work to pre-qualified vendors who can rapidly respond once selected. ARC members should develop a dashboard assessment of requirements and options needed based on the factors detailed in table 5-16.



Table 5-16. Using Evaluation Requirements

Security	Quality of Life	Secondary	Cost	Availability
<ul style="list-style-type: none"> Site defense Site evacuation Proximity to office location Secure parking 	<ul style="list-style-type: none"> Power (including back up) Laundry Housekeeping Heat/AC Hot/cold running water Internet Telecommunications 	<ul style="list-style-type: none"> Personal privacy Television/cable Wardrobe/storage space Other recreational facilities 	<ul style="list-style-type: none"> Cost per person Other related costs 	<ul style="list-style-type: none"> Occupancy limitations Term of contract limitations

Housing contracts can include several options. Table 5-17 identifies equipment and life-support services that typically are requested as part of housing agreements in Baghdad, Iraq.

Table 5-17. Equipment and Life-Support Services

Equipment	Life Support
<ul style="list-style-type: none"> Single bed with mattress, pillow and blanket Bed linens (2 sets) and towels (2) Wardrobe Computer desk with chair Night stand and reading lamp TV (with stand) and satellite TV receiver or equal Laundry bag, trash can, and fire extinguisher Mini refrigerator 	<ul style="list-style-type: none"> Housekeeping Laundry services General maintenance Back-up power generation Potable water delivery Trash removal Pest-control Grounds keeping Sewage removal Dining services

5.9 Security and Life Support

Personnel Security Details (PSDs) are currently provided for a host of personnel serving in post-conflict environments. The number of PSDs required will be determined based on the threat environment and the daily number of reservists who will require secure movements. The Mission will have to determine the right balance of reservists who need to travel daily against the funds available to support PSDs. When evaluating the need for PSDs, the terrain of the region also needs to be assessed. Since PSDs primarily support motorized movements, some regions may not have the landscape to allow such support.

As recommended in the Human Resources work stream, a core of individuals should be hired to fulfill infrastructure positions in-country to support deployed reservists. A medical officer was determined to be one of these essential positions. This individual should provide preventive, routine, and emergency medical care in-country when needed.

☑ Recommendation: BearingPoint recommends that PSDs not be reservists, but be contracted security personnel. It is expected that the same privileges and protections provided to the first responders will be offered to the Civilian Reservists deployed. In addition, the same ratios of PSD members assigned to ARC personnel would apply to reservists. The exception to this recommendation would be if the threat environment deteriorated substantially prior to the reservists arriving in-country.



BearingPoint also recommends that the CR program in-country develop PSD and other life support contracts in conjunction with other response organizations on the ground to maximize coverage and reduce costs.

Table 5-18 provides some general costs for PSD and local staff support in five active, post-conflict regions.

Table 5-18. Costs for PSD and Local Staff Support

Location	PSD Cost/Daily	Local Staff Cost/Monthly
Baghdad	\$1,000 (Operator) \$1,500 (Team Lead) \$1,285 (Intel Officer)	\$900
Afghanistan	\$800-\$1,300	\$700
Sudan	\$1,000-\$1,400	\$600
Pakistan	\$1500	\$500-600
Chad, Africa	\$800-\$1000	\$1200

5.10 Legal Research

BearingPoint conducted a thorough legal and policy review to document DoS-specific legal obligations regarding training, deployment, and equipment, specifically the identification of requirements and prohibitions.

Congress granted authority to the Secretary of State to implement and develop policies and procedures, which includes protection of all USG personnel on official duty abroad (22 U.S.C. § 4802).

Acting in accordance with the statutory requirements, DoS developed the Foreign Affairs Manual (FAM) and Foreign Affairs Handbook (FAH), which provide general guidance for DoS personnel overseas. The Secretary of State authorizes, through directives, the Chief of Mission (COM) to manage the direction, coordination, and supervision of all U.S. Government employees in the foreign country (except U.S. military personnel) (12 FAH-1 H-121).

The COM's responsibilities include developing procedures for emergencies and assessing hostile environments (see generally 12 FAH-1 H-121-23). These emergency procedures include evacuation protocols and post-conflict procedures for U.S. Government personnel; however, these procedures are unique to each COM depending on the hostile threat and locale. As a result, DoS policies are broad at the departmental level due to the necessity to adapt to each unique situation on a case-by-case assessment.

DoD legal and policy data on these issues were captured to provide additional foundation as DoD offers explicit civilian deployment policies and procedures. In addition, recommendations made in this document suggest leveraging DoD capabilities for such things as equipment, training, and facilities. Table 5-19 details broad DoS authorities and obligations with regard to training, equipment, and security. Table 5-20 presents a selection of DoD policies and obligations pertaining to civilian deployments.



Table 5-19. DoS Legal and Policy Research

State Department Legal and Policy Research	
Questions	Answers
Does the State Department have to train its employees?	The Secretary of State shall establish and operate training programs that assist in achieving State's mission and performance goals by improving employee and organizational performance (5 U.S.C. § 4103). State policy indicates its full commitment to the career development of its employees in order to improve service, increase efficiency and economy, and build and maintain a skilled force (13 FAM 111).
Who does the State Department have authority to train?	State has the authority to train: (1) Members of the Foreign Service (2) Employees of other U.S. Government agencies (3) Family members of Foreign Service personnel in preparation for assignment abroad (4) Other personnel abroad (5) Employees of foreign governments (when in the national interest of the U.S.) (13 FAM 112; 22 U.S.C. § 4021)
What responsibilities do State employees have regarding training?	All employees are responsible for considering training that will enable them to improve and prepare for future needs of the State Department (13 FAM 113.10).
What role does the Foreign Service Institute play?	The Director of the Foreign Service Institute (FSI) is responsible for promoting career development within the State Department and providing necessary training and instruction to members of the Foreign Service and to employees of the Department and other agencies (3 FAM 1316). The FSI has the responsibility for developing training policy and facilitating, to the extent that resources permit, necessary training for all personnel of the Department of State (13 FAM 111). FSI training is available to Civil Service personnel including members of the Senior Executive Service; Foreign Service generalists (Foreign Service officers, Foreign Service officer career candidates, and members of the Senior Foreign Service); Foreign Service specialists; and Foreign Service Nationals (13 FAM 131.2).
What obligations can the State Department impose on employees who have received training?	If paid a salary during training, the State Department can require an employee to commit to service for a period of three times the length of the training period. If not paid a salary during training, State can require the employee to commit to a period equal that of training (13 FAM 143.1-2). The minimum commitment after receiving training is one month of service. If an employee voluntarily violates the agreed commitment of service, State can require the employee to reimburse tuition and training-related expenses (13 FAM 143.1-2).
What equipment appropriations are available?	Appropriations available for the procurement of supplies and material or equipment are available for the purchase and maintenance of special clothing and equipment for the protection of personnel in the performance of their assigned tasks (5 U.S.C. § 4103).
Does the State Department have to ensure overseas security?	The Secretary of State shall develop and implement policies and programs to provide for the security of United States Government operations of a diplomatic nature, including protection of all USG personnel on official duty abroad (other than those under a military commander) (22 U.S.C. § 4802). Security responsibilities include personnel training to develop the facilities, methods, and materials to upgrade necessary skills (22 U.S.C. § 4802(a)(2)(F)).



Table 5-20. DoD Legal and Policy Research

Department of Defense Legal and Policy Research	
Questions	Answers
Does DoD have a legal obligation to provide training to civilian employees?	DoD must provide, when cost-effective, for the cross-training of civilian personnel during peacetime so they may be utilized in other mission-critical areas during mobilization or war (DODD 1100.4).
What logistical support is DoD obligated to provide to civilian employees?	Policy guidance establishes that DoD must ensure that its civilian employees receive the same support and services provided their military counterparts regarding lodging, meals, security, postal support, and medical and dental care (DODD 1400.31; JP 1-0). The policy also stipulates that deploying civilians receive UICs, no-fee U.S. passports, DoD identification cards, Geneva Convention identification cards, visas and country clearances (DODI 1400.32; DODD 1400.31; DODD 1404.10; DODD 2000.12).
What are DoD's obligations concerning readiness measures for civilian deployments?	<p>DoD policy in regards to manpower and readiness requirements involves several points. DoD must maintain peacetime civilian readiness procedures to ensure proper training, processing and support for deployments in support of contingencies and emergencies (DODI 1400.32). DoD mobilization planning must include all activities necessary to enable time-phased, scenario-specific mobilization (DODD 1100.4).</p> <p>DoD must designate emergency-essential positions and identify employees (and alternates) to fill those positions in the event of a contingency or emergency (DODD 1404.10). DoD mobilization planning must designate sufficient manpower to provide a rotation base for military personnel and civilian employees assigned outside the U.S. and must designate sufficient positions as civilian to develop competencies and skills that may not be taught or recruited directly from the private sector (DODD 1100.4). Manpower shall be designated as civilian except when military incumbency is required for reasons of law, command and control of crisis situations, combat readiness, or esprit de corps; when usual working conditions are not conducive to civilian employment; or when military-unique knowledge and skills are required for successful performance of duties (DODD 1100.4). DoD shall determine manpower requirements in total and designate them as civilian or military (DODD 1100.4).</p> <p>In selecting employees for overseas assignments, DoD can infer that it has an obligation to base selection impartially on merit and fitness, and to deploy only the most capable employees who are best suited for overseas assignments (DODD 1400.5; DODD 1400.6). DoD can also infer the duty to keep its employees reasonably informed of plans and policies affecting them and their employment (DODD 1400.5).</p>
What policy guidelines exist for the establishment of accountability programs?	<p>The guiding policy for accountability programs sets out that DoD must process and support its deploying/deployed civilians in the same manner as their military counterparts (DODD 1400.31). More explicitly, accountability programs must have the capability to track employees by country or location (DODI 7730.58) and all deploying personnel must be assigned a Unit Identification Code (UIC) (DODD 1400.31). In the case of Joint Task Forces, the J-1 must assume much of the responsibility for civilian processing and accountability programs (JP 1-0).</p> <p>In addition to the deployed employee tracking requirements above, DoD must establish and maintain manpower data systems, which account for all manpower resources, document all manpower requirements, authorizations, and contract equivalents, provide a method for forecasting future manpower requirements, and support data reporting requirements (DODD 1100.4).</p>

6. ADMINISTRATIVE PLANNING



6. Administrative Planning

6.1 Background and Purpose

Having addressed the composition and operations of the Civilian Reserve (CR), the Management Study now turns to the practical aspects of how to organize and manage this new entity. The Administrative Planning section encompasses the administration of the Reserve, the management of the Reservists, and how to provide oversight consistently across the organization, as well as specific technical guidance to the various facets of a reconstruction and stabilization (R&S) operation. This section identifies the range of administrative functions required to manage the Reserve and assesses the benefits and costs of an internally managed CR as compared to management by an outside contractor. A management structure and plan are outlined and will specifically answer the following questions:

- Should the administration and oversight of the CR be done directly by Department of State (DoS), another U.S. Government (USG) agency, or should it be contracted to an outside entity? If by an outside entity, what are the appropriate level, range, nature, and requirements for USG oversight required for leadership as well as for functions such as hiring decisions that only USG employees can do? If within DoS, where should administrative and oversight functions be based?
- What is the optimal management structure of the Civilian Reserve to ensure consistency in the administration of the reserves as well as appropriate guidance and direction for DoS agencies or offices with lead responsibility for specific key functions?
- What is the appropriate ratio of contractor to USG employees in the management and oversight of administrative functions within the Civilian Reserve and what are the associated staffing and budgetary requirements?
- Which entity or group of USG field and Washington, DC personnel would be responsible for managing and reporting on the performance of deployed reservists?
- What is the optimal mechanism for measuring and reporting on the success of the Civilian Reserve program? How should success be defined, and what types of metrics should be used to measure success?

6.2 Assumptions and Scope

The analysis, including staffing projections, is based on the set of assumptions and general principles described in this section.

6.2.1 Assumptions

- The Civilian Reserve will resource most of its own administration and overhead, and it will leverage existing DoS and inter-agency resources when appropriate. If overhead functions are provided for the Civilian Reserve by another USG entity or through a different funding mechanism, the budgetary and/or staffing requirements recommended may change. This assumption does not, however, preclude the Civilian Reserve from using existing inter-agency capabilities. To take advantage of existing infrastructure and cost efficiencies through shared services, existing DoS offices will perform some administrative functions. In addition, the Civilian Reserve will coordinate closely with inter-agency partners on functions such as logistics and training. In these cases, the Reserve will establish a memorandum of understanding (MOU) or other agreement with the appropriate agency and will compensate the appropriate office(s) for the cost of service or additional staff required to perform these functions. In these cases, Civilian Reserve staff will retain ultimate responsibility for coordinating and managing associated agreements and contracts.



- **There should be some administrative Headquarters staff managing the Civilian Reserve.** While many administrative functions can be performed by contractors and/or existing DoS offices, there should be a core Civilian Reserve Headquarters staff to provide consistency and continuity and to develop an organizational culture over time.
- **The Civilian Reserve Headquarters staff must be agile and flexible enough to adapt to varying needs of support.** Because of the nature of the Reserve model, the Headquarters staff should be easily scalable to expand and contract in response to mission requirements.

6.2.2 General Principles

Guiding our assumptions above are four general principles that influence our recommendations for the administration, management, and oversight of the key functions of the Civilian Reserve. The general principles are as follows:

- **The Civilian Reserve will benefit from a lean administrative structure.** Given the mission, projected size, and requirements of the CR, creation of a large bureaucracy is neither appropriate nor desirable. A lean structure will maximize responsiveness, flexibility, and scalability.
- **The Civilian Reserve will benefit from centralized authority in its administrative structure.** An overly segmented distribution of administrative responsibility risks resulting in the creation of stovepipes that limit coordination and communication across functional areas. The management structure should provide for sufficient delegation of technical responsibility and field unit command but should consolidate administrative decision-making authority and span of control in a relatively flat, efficient structure.
- A core Government staff should play a prevalent role in the management of the Civilian Reserve for command and control purposes as well as representational purposes. The representation of Government staff in each key area of the management structure should be sufficient to develop continuity and a strong organizational culture over time. USG personnel are in tune with agency strategy and policy, and fully understand, support, and value the mission. Legally, the oversight of contractors must be managed by USG personnel, and an actual USG employee may be viewed as a more appropriate national representative than a contractor.
- **Administration of the Civilian Reserve should leverage contractor support, where appropriate.** In times of rapid and large-scale reconstruction efforts, the number of support personnel will need to surge as the number of reservists' deployments increases. In slower times, the ability to decrease the number of support personnel as deployments draw down will help to conserve resources. Contractors generally cost more than equivalent Government employees. However, in areas where the amount of support needed varies over time, it is more cost-effective in the long run to employ a contractor due to the high costs associated with hiring, sustaining, and terminating USG employees. Though work performed by a contractor during the three-year CR building phase—or during a large reconstruction effort—will be costly, the contracts can be scaled down or terminated when appropriate. Hiring qualified firms to administer many of the functions results in increased efficiency and effectiveness, as they are expertly trained and focused on performing specialized functions with optimal delivery. All of their time and effort can be dedicated to the core function without distraction. Findings from benchmarking interviews supported this concept. The Centers for Disease Control and Prevention (CDC), Chemonics, Drug Enforcement Agency (DEA), Defense Intelligence Agency (DIA), National Geo-Spatial Intelligence Agency (NGA), Office of Foreign Disaster Assistance (OFDA), United Nation's Surge Capacity, and the Army's LOGCAP Program all advocate reliance on a contractor staff for administration of deployment functions because of their quick on-boarding process, ability to scale up and scale back, ability to be self-sufficient and self-sustaining—and, because contractors



do not produce a logistical burden, they do not have to be sustained if they are not performing to mission standards and do not require a new billeted position.

6.3 Organization of Section

The remaining sections of this document are organized as follows:

- **Section 6.4, “Civilian Reserve Oversight”**, identifies the appropriate oversight entity and range of oversight of the Civilian Reserve.
- **Section 6.5, “Functional Requirements for Administering Civilian Reserves”**, describes the administrative functions of the CR and criteria used for evaluation.
- **Section 6.6, “Recommended Management Structure”**, presents BearingPoint’s suggested structure for the administrative oversight of the CR.
- **Section 6.7, “Recommendations by Function”**, explains BearingPoint’s recommendations for the management structure of the CR; the level of contractor support recommended by function; and the level, range, and nature of USG oversight required.
- **Section 6.8, “Staffing Projections”**, explains BearingPoint’s recommendations on the levels of USG and contractor staffing for each administrative function.
- **Section 6.9, “Building Headquarters Staff”**, presents BearingPoint’s suggested strategy for building the headquarters staff over the first three years.
- **Section 6.10, “Contracting Strategy”**, presents BearingPoint’s analysis of several options for obtaining the recommended levels of contractor support.
- **Section 6.11, “Conclusion”**, presents an overall summary of BearingPoint’s Administrative Planning recommendations.

6.4 Civilian Reserve Oversight

BearingPoint considered a range of options for oversight of the CR, including:

- **Oversight by S/CRS.** The Civilian Reserve Director would report to the S/CRS Coordinator.
- **Direct oversight by the Secretary of State.** The CR would be an independent office of DoS, with the Civilian Reserve Director reporting directly to the Secretary of State.
- **Decentralized oversight by various USG agencies, such as USAID, DOJ, DoS/INL, and NSC.** Agencies with specific technical responsibility would oversee appropriate functional areas of the CR.
- **Creation of a new agency.** The CR would be a new executive agency.

A summary of our analysis of the options is shown below in Table 6-1.



Table 6-1. Analysis of Oversight Options

Description	Benefits	Drawbacks	Analysis
<p>S/CRS Oversight</p> <p>The Civilian Reserve resides within S/CRS, and the Civilian Reserve Director reports to the Coordinator for Reconstruction and Stabilization.</p>	<p>Since the Coordinator controls the Civilian Reserve, he can easily coordinate it with other response mechanisms such as the ARC and SRC</p> <p>Leverages inter-agency relationships S/CRS has already developed</p> <p>Some overhead functions can be consolidated across all S/CRS response mechanisms</p>	<p>Plans to have the Coordinator report to the Director of Foreign Assistance (DFA) instead of the Secretary may restrict the Civilian Reserve Director's access to the Secretary</p> <p>Marketing and branding may prove more challenging than if the Civilian Reserve were given a higher profile</p>	<p>Overall, this option would provide the Civilian Reserve with an oversight body consistent with its mission, and would provide adequate technical oversight</p> <p>The advantages in terms of efficiency and span of control outweigh the potential drawbacks of not having a higher political profile</p>
<p>Direct Oversight by the Secretary of State</p> <p>The Civilian Reserve would reside outside of S/CRS. It would be an independent office of DoS, and its Director would report directly to the Secretary of State.</p>	<p>Direct link to the Secretary would facilitate access to resources and decision-making authority</p> <p>Limits risk to Civilian Reserve of possible realignment of S/CRS within DoS</p> <p>Higher political profile would increase visibility and aid in marketing/branding and recruiting campaigns</p>	<p>S/CRS role as coordinator of multiple response mechanisms may be undermined if S/CRS does not directly control those mechanisms</p> <p>Relationship between S/CRS and Civilian Reserve may be undermined if the Coordinator reports to the DFA and the Civilian Reserve has a direct line to the Secretary</p> <p>Civilian Reserve would need to replicate inter-agency relationships and overhead functions that already exist in S/CRS</p>	<p>On balance, this construct would provide the Civilian Reserve a high profile and direct access to the Secretary while still residing in DoS</p> <p>It is a good option if the Civilian Reserve were intended for general DoS use, and not restricted to R&S operations</p> <p>Given the R&S focus of the Civilian Reserve functions, its role as one of several S/CRS response mechanisms, and plans for the DFA to oversee S/CRS, it is more appropriate at this juncture for the Civilian Reserve to reside within S/CRS</p>
<p>Decentralized Oversight by Various USG Agencies</p> <p>The various technical components of the Civilian Reserve would be managed by the appropriate agency or office – INL or DOJ for Rule of Law; USAID for Economic Reconstruction, etc.</p>	<p>This would provide strong technical guidance and would ensure control by different agencies of their respective core competencies</p> <p>Would facilitate coordination between Civilian Reservists and existing surge mechanisms of other agencies</p>	<p>Would be extremely difficult to manage without some degree of centralized control</p> <p>Would complicate communications and lines of authority in the field since Reservists would ultimately be under Chief of Mission authority</p> <p>This construct is unlikely to create a sense of unity and institutional culture for the CR as a whole</p>	<p>The difficulties in this construct outweigh the potential benefits</p> <p>Centralized oversight is most prudent for the Civilian Reserve, but the principle of technical oversight by appropriate experts and close coordination with relevant agencies is valid and should be incorporated in the structure</p>



Description	Benefits	Drawbacks	Analysis
Creation of a New Agency The Civilian Reserve would be a new executive agency.	This option would provide the highest political profile for the Civilian Reserve and would limit the risk of losing its sponsor as political appointees change Being a new, independent agency may facilitate coordination with the military Creation of a new agency would also facilitate new hiring authorities and overcoming other policy hurdles	This option would require significant legislation and would likely take the longest to complete May not be realistic given the amount of political capital this would require The envisioned scale of the Civilian Reserve and scope of its activities probably do not warrant creation of an entirely new agency	Overall, while this option would afford the Civilian Reserve the highest profile and most flexibility, it is probably not warranted given the relatively small size of the projected Reserve force, and relatively narrow scope of its responsibility It is not likely that this option would meet projected timelines because of the complexities of creating a new Federal agency

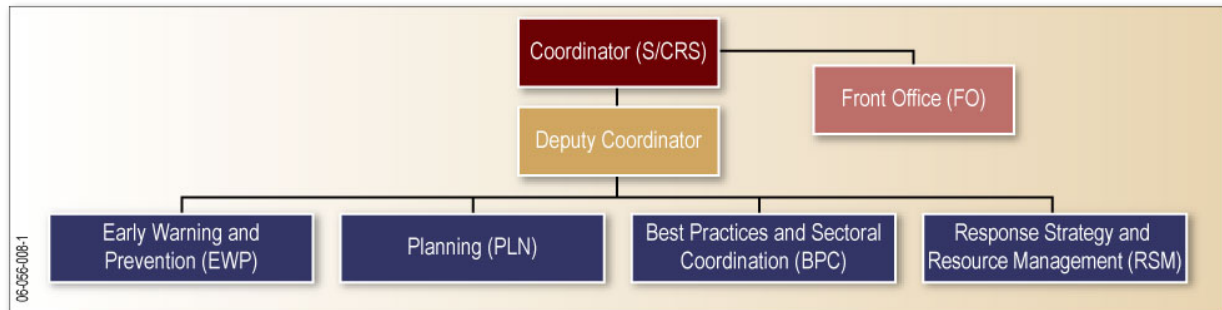
☑ Recommendation: Based on a balanced analysis of all of the options in light of the envisioned mission and scope of the Civilian Reserve, BearingPoint recommends that the Civilian Reserve reside within S/CRS and that the Civilian Reserve Director report to the Coordinator for Reconstruction and Stabilization (R&S). This recommendation is based on the following main reasons:

- The Civilian Reserve's mission is to increase USG capacity to respond to R&S operations abroad. Because DoS is ultimately responsible for all foreign, non-military activities on behalf of the United States, including foreign aid, it is the only USG agency with a mandate commensurate with the Civilian Reserve mission. Even if the Civilian Reserve, or parts thereof, were under the supervision of another USG agency, it would report to the in-country Chief of Mission. Therefore, placing the Civilian Reserve, or parts thereof, under the responsibility of any other agency would significantly weaken the communication and reporting structure in the field, ultimately weakening the success of the mission.
- From a strategic perspective, it is critical that the Civilian Reserve fall under a cabinet-level agency to be effective. The positioning of the S/CRS Coordinator under the Director of Foreign Assistance—and ultimately, the Secretary of State—under the realignment of USAID and DoS, will maximize the CR's access to resources and decision-making authority.
- The Civilian Reserve is envisioned to be one of several response mechanisms employed by S/CRS to provide civilian expertise to R&S operations. Having authority over the Civilian Reserve would enable S/CRS to more easily coordinate its range of civilian response mechanisms. Also, residing within S/CRS would facilitate coordination with other USG agencies and international organizations with which S/CRS already has a working relationship.
- Benchmarking interviews and focus group research have revealed that association with DoS is held in high regard, and potential Reservists would be most likely to join if the Civilian Reserve is considered part of DoS.

In light of the recommendation above, it is useful to consider the current organizational structure of S/CRS, and how that structure may change with the addition of a Civilian Reserve and other response mechanisms for R&S operations. Figure 6-1 illustrates the current management structure of S/CRS.



Figure 6-1. Current S/CRS Organizational Structure



The following four offices comprise the core functions of S/CRS at present:

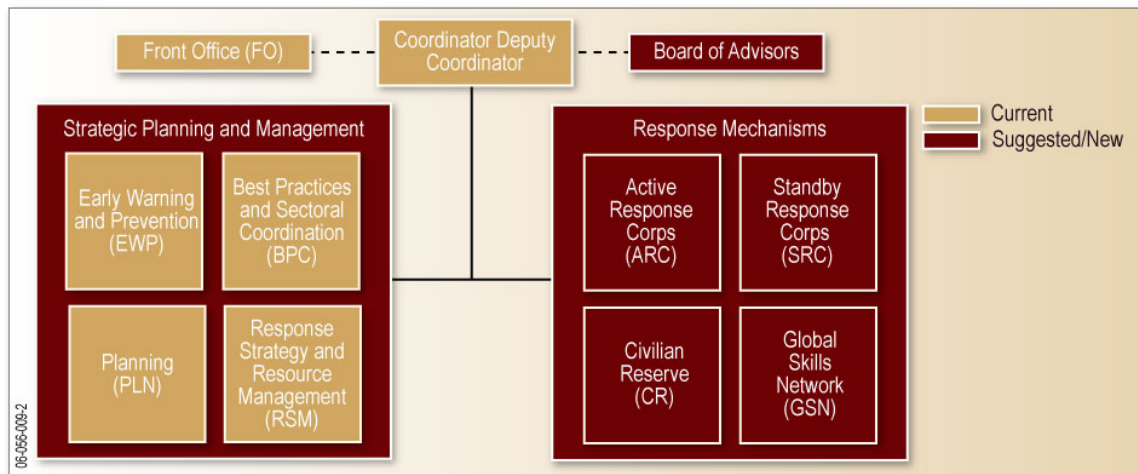
- **Early Warning and Prevention (EWP):** Supports the Coordinator's efforts to identify states at risk and apply conflict prevention and mitigation practices as appropriate. Early Warning Branch oversees a global monitoring program and supervises intelligence support for all of S/CRS. The Conflict Prevention Branch coordinates work with the interagency on conflict prevention and mitigation. Seeking to expand the USG's toolkit, this branch is constantly exploring USG, non-governmental organization (NGO), and international best practices for possible mainstreaming into U.S. diplomacy.
- **Best Practices and Sectoral Coordination (BPC):** Oversees S/CRS' technical expertise, monitoring, evaluation, and lessons learned. Sectoral leads support the office's planning and conflict prevention efforts and maintain strong relationships with the interagency community, academia, think tanks, NGOs and private sector. Technical expertise is drawn upon to lead the lessons learned, monitoring and evaluation work in S/CRS, resulting in the publication of thematic guides, hosting of lessons-learned roundtables and development of monitoring and evaluation systems to better gauge the effectiveness of USG efforts in conflict countries.
- **Planning (PLN):** Builds an interagency capacity within the U.S. Government to plan for conflict transformation. The office develops, implements, and refines with interagency, non-governmental, and multilateral partners a set of planning and metrics tools to bring together all elements of a USG response to conflict or post-conflict transformation. In addition, the planning team develops and provides training in civilian-military and multilateral planning for conflict transformation. PLN engages in outreach to interagency partners such as USAID, the war colleges, military geographic combatant commands, NGOs, and relevant State bureaus, to introduce and solicit feedback on the set of planning tools that organize and streamline the planning process.
- **Response Strategy and Resource Management (RSM):** Develops and deploys U.S. resources in support of R&S operations. The goal is to build capacity to provide an immediate surge response when called upon by the Secretary of State, thereby allowing time for the more traditional support mechanisms to address longer-term needs. The RSM office coordinates efforts within the interagency community to take advantage of existing capabilities, while moving to fill gaps where existing financial, personnel, information and management systems need strengthening.



As evidenced above, S/CRS has built a solid foundation of capability in mitigating conflict and studying and planning response strategies. With the addition of the Civilian Reserve, ARC, SRC, and contractor response mechanisms, S/CRS should add to this foundation an emphasis on executing plans. Critical to the success of the CR (as well as the ARC, SRC, and Contractor response mechanisms) is a headquarters staff that possesses the skill sets to administratively manage and operationally deploy individuals.

☑ **Recommendation:** BearingPoint recommends the following modified organizational structure for S/CRS, illustrated in Figure 6-2.

Figure 6-2. Suggested S/CRS Organizational Structure



This structure incorporates the following suggested new elements, envisioned to augment S/CRS capability to execute plans using a range of response mechanisms:

Board of Advisors: A board made up of senior USG officials, private sector executives, and academics with relevant expertise who would provide balanced, objective guidance to S/CRS in establishing and managing its response mechanisms. This would provide a vehicle for S/CRS to access and leverage innovative ideas and best practices from other sectors. Indeed, advisory committees are utilized by various Federal agencies for this purpose, including DoS. For example, the State Department’s Advisory Committee on International Economic Policy (ACIEP) serves the U.S. Government in an advisory capacity by providing a forum for discussion of issues and problems in international economic policy. Committee membership consists of representatives of American organizations and institutions, including from business, labor, environment, academia, legal consultancies, and other public interest groups. In addition, specific authority would be granted to S/CRS to “establish temporary advisory commissions” by the proposed Reconstruction and Stabilization Civilian Management Act of 2005 (S.600 Sec. 710(h)) sponsored by Senator Lugar.

Strategic Planning & Management Group: The four current pillar offices of S/CRS—Early Warning and Prevention; Planning; Best Practices and Sectoral Coordination; and Response Strategy and Resource Management—should form the S/CRS Strategic Planning and Management Group.

The roles and functions of these offices should not change substantially; they should continue to provide strategic direction and planning guidance. As the functional components of the response mechanisms mature, however, these offices should also provide some administrative and overhead functions across all



four response mechanisms. For example, program analysis and evaluation should initially occur in each response mechanism. Over time, however, the Strategic Planning and Management Group should provide analysis and evaluation of the S/CRS office as a whole.

Response Mechanisms: As the S/CRS response mechanisms develop their own administrative and management structures, they will likely grow to make up the majority of S/CRS staff. The Coordinator, Deputy Coordinator, and other senior staff should continually work to limit redundancies and promote a fluid management construct that elevates common overhead functions so they can be shared across all four response mechanisms.

6.5 Functional Requirements for Administering the Civilian Reserve

The overhead functions required to administer the Civilian Reserve can be organized into 10 main areas:

- Policy and Outreach
- Program Analysis and Evaluation
- Resource Management
- Strategic Staffing
- Marketing and Recruiting
- Personnel Administration
- Training
- Requirements Management
- Logistics
- Communications and Technology

The paragraphs below give detailed definitions of each function and its components.

6.5.1 Policy and Outreach

Policy and outreach encompasses all activities of the CR related to policy, governance, and legislative affairs, as well as public affairs and external relations. Those responsible for policy and governance should endeavor to create a decision and action framework and appropriate controls to align decisions and actions with fiduciary requirements, and to ensure that the administration of CR activities comply with, as well as optimally utilize the provisions of all relevant control bodies. This includes overseeing the establishment of foundational policies based on legal precedent and policy research; maintaining and updating policies; measurement of compliance to help define risks and problem areas; tracking and monitoring of incident reporting, including disciplinary issues, conflicts, equal opportunity disputes, and management of the waiver and appeals process.

Public affairs and outreach includes devising a strategy for managing and promoting the Civilian Reserve image among USG stakeholders, state and local governments, the private sector, academic institutions, and the public at large. In addition, those responsible for outreach should manage Congressional relations and track bills related to the CR through the legislative process. They should also manage relationships with source employers and professional associations, and provide overall inter-agency coordination across the CR's functional areas.

6.5.2 Program Analysis and Evaluation

Program analysis and evaluation encompasses the oversight of performance measurement through selection and tracking of key performance metrics, as well as the assurance of quality, efficiency, and accountability in administrative and management processes. Timely and accurate information gives



decision-makers and leaders visibility into the state of their organizations. During periods of relative calm, consistent and reliable information flows will allow Civilian Reserve leaders to focus resources on those areas requiring improvement. During periods of crisis and Reserve mobilization, opportune, factual information will be indispensable to confident decision-making. Those responsible for performance measurement will develop the capability to track key performance indicators with reliability, speed, currency, depth, and accuracy over time. They will develop a comprehensive metrics strategy for to allow a real-time assessment capability of Civilian Reserve readiness in order to inform decision-making and improve S/CRS's overall readiness posture. They will compile metrics for individual and operational readiness, policy compliance, progress toward planning objectives, operational and strategic success in the field, and efficiency in the management of resources and capabilities.

Metrics measure very specific items of interest, both statically and over time, so properly developing metrics requires analytical details about the operations to be measured, as well as the standards to which the organizations will hold those operations. To ensure the production of adequate and effective metrics, S/CRS should carefully examine the:

- Needs to be measured in the way of organizational readiness and operational success;
- Proper recipient of each type of metric (S/CRS Coordinator, Secretary of State, interagency partners, international partners, etc.);
- Most efficient and appropriate methods of gathering metrics;
- Means for communicating results effectively; and
- Optimal frequency for measuring and reporting metrics.

Those responsible for program analysis and evaluation will also coordinate with the Bureau of Resource Management to provide relevant inputs on behalf of the Civilian Reserve to the overall DoS Performance and Accountability Report (PAR) to ensure efficiency in administrative and management processes. Finally, they will measure – at a macro level – the Civilian Reserve's success in furthering DoS strategic objectives laid out in the Department of State and USAID Strategic Plan.

6.5.3 Resource Management

Resource management is defined as the management of the CR's financial resources, to include contracting expenditures. Those responsible for resource management will provide the financial information and interpretations for understanding commitment boundaries and for making high quality resource allocation trade-offs. The approved budget should be executed and closely tracked to ensure compliance. Also, resource management includes acquisitions planning, oversight of all contracts, management of contractor relations, and interactions with appropriations committees. The Civilian Reserve's resource managers will work closely with the Charleston Financial Service Center (RM/GFS) to accomplish appropriate payments, accounting, and other financial service functions.

6.5.4 Strategic Staffing

Those responsible for strategic staffing will work with line management to provide the future criteria, vision, strategies, and human capital plans to form and enhance the CR's strategies for attracting, retaining, and developing the right people. They will also manage the Civilian Reserve roster and oversee the selection of reservists to deploy when the Reserve is mobilized. These responsibilities include the following tasks:

- Conduct workforce research, analysis and metrics
- Research, articulate, and incorporate human capital best practices and trends



- Develop Human Capital Strategy (brand articulation, competency acquisition, talent optimization and development, diversity assurance, etc.)
- Create and maintain the Reserve's competency framework for general, specialist, and management competencies
- Create and maintain the validity of career paths and clusters
- Provide organizational effectiveness consulting and support for the Reserve's human capital management
- Provide work process analyses and best-practice-awareness recommendations for improvement
- Produce performance and gap analyses and reports
- Create the high level design specifications for all major human capital programs and services—ensuring philosophical, conceptual, and programmatic integration
- Provide change management support and services to accelerate and assure the success of the Reserve's planned strategic and operational changes
- Respond to requests for deferrals or changes in status
- Determine the methodology and oversee the process of deployment selection
- Manage the mobilization model, including staffing ratios of headquarters to field staff and mixes of USG to contractor staff
- Develop workforce diversity plans that enhance the Reserve's ability to respond to R&S operations

6.5.5 Marketing and Recruiting

Marketing and recruiting encompasses all activities related to advertising, soliciting, and hiring of candidates to staff positions that will contribute to the support of the CR mission. Administration and oversight functions of recruiting and marketing include:

- Designing a sourcing strategy around workforce requirements
- Management of the creation, classification, and approval of a position for recruitment
- Generating hiring requisitions
- Management of the communication and marketing of a vacancy to prospective applicants
- Management of salary negotiation after applicants are selected for employment
- Administration of recruitment tools and marketing strategies
- Management of an applicant tracking tool
- Management of a staff of outsourced recruiting and onboarding specialists

6.5.6 Personnel Administration

Personnel administration comprises the following functions:

- **Benefits.** Administration, enrollment, and management of reservists' Government benefits programs such as health, life, and disability insurance; retirement plans; Employee Assistance programs; Worker's Compensation programs; and sociological and psychological support programs
- **Compensation.** Administration of the compensation program, which operates within the fiscal budget, is used to attract, develop, retain, and reward reservists through salaries that are competitive with the prevailing rates for similar employment in the labor market and supports workforce/roster requirements



- **Awards.** Administration of the awards program, which recognizes and competitively rewards the exceptional performance and contributions of those who pursue excellence in the workplace while ensuring efficient and effective approvals, transactions, presentations, and documentation of the awards
- **Employee satisfaction.** Administration of surveys, such as in-processing or exit surveys, measurements, interviews, and exit interviews on reservists' experiences and using that information to improve the program to ensure enthusiasm, motivation, and retention
- **Performance management.** Management of the quality of reservists' work, attitudes, and development through the administration and management of the performance appraisal process. Headquarters staff should also assist reservists in management positions by providing them the right tools and techniques to provide feedback, mentor, set and manage expectations, and evaluate fairly, in an effort to promote a satisfying work climate for reservists and maintain high rates of retention
- **Employee relations.** Administration and management of the processes designed to provide resolution to complaints, grievances, and performance problems
- **Command and control.** Management of accountability procedures, adherence to policy, and authority over reservists through an established, well-defined reporting structure. Command and control also encompasses the administration and management of casualty notification, reintegration/release, and time and attendance
- **Personnel Accountability.** Administration and oversight of personnel accountability is managed by tracking the location and movements of reservists to, from, and in theater; the recording of competencies, skills, and readiness levels; and through the application of a rigorous, integrated performance management systems and tracking mechanisms
- **Enrollment.** Management and administration processes related to the enrollment into the CR. These processes allow for smooth and efficient entrance into the reserve and deployments. Certain conditions and criteria must be met, and the processes for ensuring readiness of the reservists must be managed
- **Security clearances.** Administration and oversight of the individual security clearance process, including obtaining, maintaining, and revoking reservist clearances. This area also includes accreditation and maintenance of any secure facilities, as needed
- **Medical screenings.** Administration and oversight of medical, psychological, and fitness requirements by managing screenings, tests, examinations, vaccinations, and maintenance of the records to certify medical readiness to deploy. This function also ensures that medical assistance is provided while in theater and that an appeals process is established and managed for those who are denied deployment because of insufficient medical, psychological, and fitness standards
- **Administrative requirements.** Oversight and management of administrative requirements such as obtaining valid passports, ID cards, credit cards, and country clearances; identifying beneficiaries; and updating wills
- **Family support.** Administration of support programs for the families of reservists to prepare them for and provide support before, during, and after deployments
- **Notification.** Administration of the notification system to alert reservists when they are activated or deploying

6.5.7 Training

The CR training managers will focus on the administration and management of training and career development services for individuals while they are members of the Civilian Reserve. As discussed in section 5, "Deployment Operations", six types of training will be overseen and managed: (1) Baseline



Training will cover basic principles of the Reserve, State missions, and working overseas; (2) Orientation will introduce reservists to the program and their team, and it will address structure, design, missions, objectives, security concerns, deployment processes, reporting, cross cultural awareness, and expectations; (3) Annual training sessions will keep reservists informed of new activities/developments, refresh reservists' knowledge and skills needed to effectively perform in post-conflict environment, and help to ensure that they remain ready to deploy; (4) Pre-Deployment Readiness will complete necessary on-boarding steps and Reservist's will receive region and mission specific training; (5) Leadership Training will teach conceptual principles of leadership and will discuss ethical responsibilities in leading others; and (6) Training in Country will be event-driven and will encompass on-the-job training, cross-functional training, and mentoring relationships. Headquarters training management will contract with instructional design specialists and instructors, conduct needs analyses, broker relationships with training organizations, lease classroom facilities, administratively manage requirements and certifications, solicit feedback and incorporate course evaluations, quality-assure all training, sponsor career development initiatives, maintain licenses for a learning management system, and develop job aids and mentoring programs.

6.5.8 Requirements Management

Requirements management encompasses the administration of formal calls for the mobilization of the CR through defining the requirements, managing customer relationships, communicating expectations, setting priorities, task management, resourcing, fulfillment, and monitoring/evaluation. The CR's customers include any entity or individual that may request deployment of Reservists to support a mission: the President, the Secretary of State, the Director of Foreign Assistance, a Combatant Command, the Joint Staff, the United Nations, or a foreign government. Their requirements will vary by a number of factors including size, type, mission, destination, and duration. Thus, managing the relationships with and requirements of those customers is a critical task. It includes but is not limited to the following:

- Developing a mechanism that enables customers to contact the CR quickly and easily for all requirements
- Establishing a mechanism for understanding customer requirements, measuring customer satisfaction through lessons learned, and using customer feedback to anticipate future requirements
- Assisting customers in making an informed request given Civilian Reserve capabilities. This includes educating customers on the request/requirement validation process; educating S/CRS and DoS employees on how to properly handle external customer requests; and establishing a menu of capabilities to ensure that customer requests are synchronized with the S/CRS mission and DoS Strategic Plan

6.5.9 Logistics

Those responsible for the Civilian Reserve's logistics administration should manage the procurement, distribution, maintenance, and accountability of equipment, materials, and technology to accomplish the CR functional mission, maintain physical security, and maintain communication. Oversight and management will be provided for the following:

- **Equipment.** Establishment and employment of standards and processes for equipment issuance, shipment, storage, maintenance, repair, replacement, and return; training and certification to use equipment; and identification and compliance with physical requirements for carrying and using equipment.
- **Property accountability.** Tracking and accounting for all property.
- **Deployment support.** Administration and oversight of travel arrangements, housing, food, physical security, medical care, incidental arrangements, in-processing, and out-processing.



6.5.10 Communications and Technology

Communications and technology involves the following functions:

- **Communications.** Administration and management of multi-directional, technology and human enabled channels by which all members of the Civilian Reserve are connected with each other, with services, and with opportunities. Dissemination and control of information must be ensured while deployed and at headquarters, as well as when normal means of communication are compromised.
- **Technology.** Administration of the technology strategy; selection and implementation of appropriate systems, programs, and tools; development and evaluation of requirements for integrated services; and data management to support all CR activities. This includes management of the security and access controls and the maintenance support and troubleshooting for all information technology assets.

6.6 Recommended Management Structure

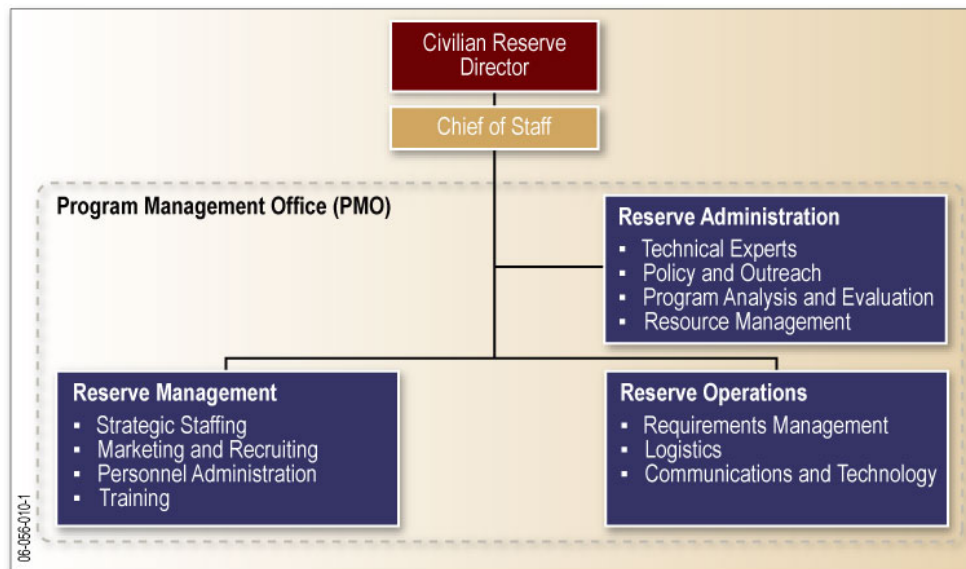
Having defined the essential functions required to administer and manage the Civilian Reserve, it is useful to group the functions into key areas in order to arrive at a sensible management structure. Using a small number of groupings helps to create a simple and organic management structure that is flexible and scalable according to program requirements. Based on this line of reasoning, BearingPoint proposes the following groupings of key management functions:

- **Reserve Administration** brings together the functions that provide overall internal management, and it includes:
 - Policy and Outreach
 - Program Analysis and Evaluation
 - Resource Management
- **Reserve Management** brings together the functions that deal with recruiting, managing, and training the reservists (i.e., Human Capital Management), and it includes:
 - Strategic Staffing
 - Marketing and Recruiting
 - Personnel Administration
 - Training
- **Reserve Operations** brings together the functions that provide operational support to the reservists, and it includes:
 - Requirements Management
 - Logistics
 - Communications and Technology

☑ **Recommendation:** Figure 6-3 illustrates the suggested arrangement of these groupings in the Civilian Reserve management structure.



Figure 6-3. Suggested Civilian Reserve Management Structure



In addition to the overhead functions defined in section 6.5, this structure contains the following elements:

- **Leadership by a Director and Chief of Staff.** The Director would provide overall leadership and would be the public face of the Civilian Reserve. The Chief of Staff would oversee Reserve Administration and integrate all other elements of the headquarters staff, interfacing with the Director on their behalf.
- **Overhead functions consolidated under a Program Management Office (PMO).** A PMO composed of USG employees and contract staff, and directed by the Chief of Staff, would provide overall integration of the principal overhead functions, and would provide a mechanism for a strategic contract partner (see section 6.8) to centrally oversee all contract staff, and supervise the expansion and contraction of that staff depending on program needs.
- **Technical experts to provide oversight, guidance, and coordination.** As a permanent part of the headquarters staff, senior technical experts would provide technical oversight for CR programs and would serve as the principal liaisons between the CR and S/CRS as well as inter-agency partners.
- **Close coordination with existing DoS offices for administrative support.** The Civilian Reserve Headquarters staff would include a Personnel Administration liaison who would oversee execution by USG and contractor staff provided to other DoS offices by the Civilian Reserve. These offices may include the Bureau of Administration's Human Resources Division (A/EX/HRD), the Office of Medical Services (M/MED), Family Liaison Office (HR/FLO), Charleston Financial Service Center (RM/GFS), and Bureau of Diplomatic Security (DS).

6.7 Recommendations by Function

In order to arrive at recommendations on whether specific overhead functions should be performed by USG employees or contract staff, BearingPoint conducted an evaluation of the data we collected from various resources, as described in the methodology. We evaluated each function against six criteria and then examined the results as a whole. From this, we made recommendations for the administration of the Reserve in light of the mission and requirements of the program. The six evaluation criteria that follow are listed in order of importance to the outcome of the decision. The order of prioritization was



determined through a variety of research sources, including benchmarking interviews, focus groups, legal research, DoS staff interviews and BearingPoint's prior deployment knowledge.

6.7.1 Criteria for Evaluating the Administration of the Civilian Reserve

- **Legality.** Each recommendation for the administration of a Civilian Reserve must be in compliance with the directives, policies, and legal codes set forth by U.S. Code and other applicable regulations and policy issuances (e.g. OMB Circular A-76). Any function, task, or process deemed inherently governmental or with a specified level of USG oversight by law remains in accordance with that doctrine. This is the most important factor in making a recommendation. If the law states that a function cannot be carried out or managed in a certain fashion, then no other criteria influencing the recommendation needs to be explored. (For a more detailed discussion of Inherently Governmental Functions [IGFs], please see section 6.7.2)
- **Reliability.** The administrator of each function should be the entity that will ensure ultimate dependability, stability, consistency, and superior delivery. The goal is to choose the entity that will provide the least risk in administering and managing the functions. All functions are vital to the Civilian Reserve, and effective delivery is the second-most important factor in making a recommendation. If a task is not completed accurately and on-time, then it will not be of any service.
- **Efficiency.** In an era of scarce resources and crises that leave limited reaction time, it is important that the administration of deployment services and key functions be performed in a timely and effective manner. Efficient operations result in the savings of money, resources, time, and effort and in an increase in productivity. Efficiency, effectiveness, and speed have been deemed the third-most important factor in determining the administrative entity of each function. Functions must be managed, administered, and executed correctly, but increasing the speed at which they can be conducted properly increases productivity.
- **Cost.** Cost or price must be evaluated and determined to be reasonable when making a recommendation about the administration of the Civilian Reserve. The budget approved for the Civilian Reserve must finance the administration, management, oversight, and employment of all functions. Obviously, methods to keep costs low will be a factor in making a recommendation; however, this criterion ranks on the lower end. Cost is always something to manage, and it is important to adhere to the budget, but accomplishing tasks reliably and efficiently is a priority. The budget can be rearranged or augmented if it is deemed vital to the mission.
- **Scalability.** This criterion refers to the ability to support and manage an increase or decrease in personnel according to the demands and requirements of each deployment. A Civilian Reserve must be agile and flexible enough to adapt to varying needs of support. In times of immediate and large-scale reconstruction and stabilization efforts, the number of support personnel surges as the number of reservists' deployments increases. In slower times, the ability to decrease the size of the reserve and support personnel will help to conserve the budget and resources. Scalability is not a driving factor in making recommendations; however, it is an area that is important to consider when other criteria are producing equal results.
- **Core Competency.** The final criterion is an evaluation of whether a given function is more likely to be a core competency of the Federal Government or the private sector. In evaluating this criterion, BearingPoint also considers intangible factors that may influence the U.S. Government/contractor decision.

6.7.2 Discussion of Inherently Governmental Functions

BearingPoint drew on its vast experience in providing business process outsourcing support, conducting *OMB Circular A-76* reviews, and designing and developing program management and administrative



support plans to determine the required level of government involvement in each administrative area. The research and analysis that follows below does not constitute a formal A-76 review; rather, it represents an initial evaluation of contracting and outsourcing options, in light of interpreted A-76 guidance. As an input to this analysis, several legal references and policy issuances provide useful context in the identification of IGFs.

An IGF is defined as an activity that is so intimately related to the public interest as to mandate performance by Government personnel (*OMB Circular A-76; OFPP Policy Letter 92-1*). IGFs typically include those activities that require using discretion in applying Government authority or making value judgments in developing decisions for the Government.

An IGF, according to *OFPP Policy Letter 92-1*, involves the interpretation and execution of the laws of the United States so as to:

- Bind the United States to take or not to take some action by contract, policy, regulation, authorization, order, or otherwise
- Determine, protect, and advance its economic, political, territorial, property, or other interests by military or diplomatic action, civil or criminal judicial proceedings, contract management, or otherwise
- Significantly affect the life, liberty, or property of private persons
- Commission, appoint, direct, or control officers or employees of the United States
- Exert ultimate control over the acquisition, use, or disposition of the property, real or personal, tangible or intangible, of the United States, including the collection, control, or disbursement of appropriated and other Federal funds

Opposite an IGF, a Government agency may contract commercial activities. *OMB Circular A-76* defines a commercial activity as “a recurring service that could be performed by the private sector and is resourced, performed, and controlled by the agency through performance by government personnel, a contract, or a fee-for-service agreement.” By *DLA CA Guidebook* definition, these activities are not so closely tied to the public interest that they require government staff to perform them.

Common examples of IGFs and commercial activities are identified in table 6-2.

Table 6-2. Examples of IGFs and Commercial Activities

Inherently Governmental Functions*	Commercial Activities*
<ul style="list-style-type: none"> ▪ The direct conduct of criminal investigations ▪ The command of military forces, especially the leadership of military personnel who are members of the combat, combat support, or combat Service support role ▪ The conduct of foreign relations and the determination of foreign policy ▪ The direction and control of Federal employees ▪ The direction and control of intelligence and counter-intelligence operations ▪ The approval of position descriptions and performance standards for Federal employees ▪ The control of the treasury accounts 	<ul style="list-style-type: none"> ▪ Building security ▪ Mail operations ▪ Operation of cafeterias, mess halls, kitchens, bakeries, dairies, and commissaries ▪ Housekeeping ▪ Warehouse operations ▪ Motor vehicle fleet management and operations ▪ Routine electrical or mechanical services ▪ Design, engineering, construction, modification, repair, and maintenance of buildings and structures; building mechanical and electrical equipment and systems; elevators; escalators; moving walks

* Source: Appendix A, OFFP Policy Letter 92-1



Functions that would be considered inherently governmental cannot be contracted by S/CRS. Commitment of government funds, policy-making on behalf of a Federal agency, and decisions pertaining to the selection of contractors are all IGFs. Furthermore, contractors cannot supervise USG employees (FAR 7.503).

In many cases, a function becomes inherently governmental at the final, decision-making stage. For example, the final approval of a government document is an IGF, but its research and drafting are not necessarily IGFs.

Many CR administrative activities will likely fall into a gray area between inherently governmental and commercial. In cases of ambiguity, S/CRS should assess the totality of the circumstances, taking into consideration the extent to which contractors would perform the activity and the net effect the activity has on overall decision making. Typical functions that fall into this gray area are listed in table 6-3.

Table 6-3. Examples of Ambiguous IGFs and Commercial Activities

Activities that must be assessed in light of the totality of the circumstances.*
Services that involve or relate to budget preparation, including workload modeling, fact finding, efficiency studies, and should-cost analyses
Services that involve or relate to analyses, feasibility studies, and strategy options to be used by agency personnel in developing policy
Services that involve or relate to the evaluation of another contractor's performance
Contractors' providing technical evaluation of contract proposals
Contractors' providing support in preparing responses to Freedom of Information Act requests
Contractors' providing information regarding agency policies or regulations, such as attending conferences on behalf of an agency, conducting community relations campaigns, or conducting agency training courses
Contractors' participating in any situation where it might be assumed that they are agency employees or representatives
Contractors' constructing buildings or structures intended to be secure from electronic eavesdropping or other penetration by foreign governments
Contractors' providing legal advice and interpretations of regulations and statutes to Government officials
Contractors' providing special non-law enforcement, security activities that do not directly involve criminal investigations, such as prisoner detention or transport and non-military national security details

* Source: Appendix B, OFFP Policy Letter 92-1




6.7.3 Administrative Function Matrix

Working closely with S/CRS leadership and other DoS staff, BearingPoint developed a Civilian Reserve Administration Matrix that classifies administrative processes and decisions according to the recommended level of Government involvement.

The following paragraphs and accompanying matrices (based on color code in table 6-4) present BearingPoint's analysis of each administrative function and its component functions based on the criteria described in table 6-4. In addition, the matrix presents a recommendation for each functional area that is the result of a composite consideration of the six evaluation criteria.



Table 6-4. Guide to Coding of Civilian Reserve Administration Matrices

Color-coding Legend:			
	Green denotes a criterion that favors contracting for the given function.	Yellow denotes a criterion that is neutral or favors a medium degree of USG oversight if the function is performed by a contractor.	Red denotes a criterion that favors performance of the function by USG staff, or a high degree of USG oversight if the function is performed by a contractor.

6.7.3.1 Policy and Outreach

☑ **Recommendation:** As shown in Table 6-5, USG employees should make policy decisions and represent the Civilian Reserve externally, but they should employ contractor staff to provide analytical support and recommendations.

Analysis: Legal research, as well as analysis of other evaluation criteria, revealed that the following functions should be performed by USG employees:

- Establishment of foundational policies and appeals policies
- Final appeals decisions and approvals
- Incident and issue resolution
- Outreach to employers and professional associations
- Public relations and official inter-agency representation

In these areas, maximum reliability would be attained by DoS management and oversight. The establishment of foundational policies, determination of appeals policies, and final appeal decisions/approvals are all core competencies of the Government. Contractors should provide ongoing legal and policy analysis and support; track and report on incidents and issues; manage the appeals process; and support the Civilian Reserve's employer outreach program and inter-agency coordination functions.



Table 6-5. Civilian Reserve Administration Matrix—Policy and Outreach

Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
POLICY & OUTREACH							
Policy Management							
Conduct policy research							Contractors should provide ongoing legal and policy analysis and support. DoS staff should draft all legislation and make final legal and policy decisions.
Establish foundational policies							
Measure compliance							
Define risks and problem areas							
Develop, evaluate, and implement solutions							
Incident Reporting							
Maintain reports on issues, incidents, conflicts, discipline, etc							Incident tracking and reporting should be a component of the Civilian Reserve's program management contractor support.
Track/monitor incidents							
Incident/issue resolution							
Waiver / Appeals Process							
Determination of appeals policy							Contractors may manage the appeals process, but policies and decisions must be made by DoS staff.
Management of appeals process							
Final appeal decisions/approvals							
Public Affairs & Outreach							
Outreach to employers and professional associations							The public face of the Civilian Reserve should be a senior DoS official who speaks for the Director. In times of surge, contractors may be used to support analysis and the creation of messages.
Public relations							
Inter-agency coordination							

6.7.3.2 Program Analysis and Evaluation

Recommendation: While certain performance measurement requirements and decisions should be the responsibility of DoS staff, contractors should perform the majority of program analysis and evaluation (summarized in Table 6-6).

Analysis: Legal research revealed that principal performance measurement functions may not be inherently governmental—though to limit risk, USG employees should define performance standards and make strategic decisions that result from program analysis. Because performance measurement needs will vary with Reserve requirements, however, the efficiency, cost, and scalability criteria favor the use of contractors for the majority of analysis. In addition, performance measurement is not a core competency of the Government, and higher productivity would be possible through a contractor that brings specialized knowledge and a solid methodology to this important function.

Table 6-6. Civilian Reserve Administration Matrix—Program Analysis and Evaluation

Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
PROGRAM ANALYSIS & EVALUATION							
Define performance standards							Performance measurement should be a component of the Civilian Reserve program management contractor support. Definition of performance standards and related strategic decisions are the responsibility of DoS staff.
Define and update metrics to measure performance							
Collect performance data							
Draw conclusions							
Use performance measurement data to make strategic decisions							

6.7.3.3 Resource Management

Recommendation: Because of the high degree of IGFs involved in managing the budget and acquisitions, these functions should be primarily USG responsibility, with contractor support for analysis and to augment staff in times of surge (summarized in Figure 6-7).

Analysis: Our legal analysis revealed that USG employees should play a central role in the following aspects of resource management:



- Budget approval
- Budget execution
- Contract management

It is important to note, however, that budget tracking and analysis, which is more labor-intensive than the functions above, does not have the characteristics of an IGF. From the perspective of efficiency and scalability, it makes sense to employ contractors for tracking and analysis. Also, to scale up the budget staff during large or multiple deployments, contractors should be used to augment the staff's capacity. In addition, contract management is a core competency of the Government, and USG personnel are adequately trained and experienced at carrying out these functions in a low-cost, low-risk, timely fashion.

Table 6-7. Civilian Reserve Administration Matrix—Resource Management

Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
RESOURCE MANAGEMENT							
Budget & Finance							
Budget formulation							Contract support should be leveraged for budget analysis, recommendations, and tracking. Budget approval and execution is DoS responsibility.
Budget approval							
Execution							
Tracking							
Acquisitions							
Contract management							By law, contract management must be performed directly by DoS.

6.7.3.4 Strategic Staffing

☑ **Recommendation:** Strategic staffing should be carried out jointly by DoS staff and contractor support.

Analysis: Based on legal review, few of the principal strategic staffing functions call for a central USG role; however, to limit risk, USG employees should ultimately determine the skills and competencies needed, make final strategic staffing decisions, determine deployment requirements, and make final deployment selection decisions. As shown in the summary (Table 6-8), contractor support should play a major role in analysis and implementation to enhance efficiency and leverage specialized skills. Strategic staffing and workforce planning are areas of expertise that are not core competencies of the Government, and where a qualified contractor could add significant value to the shaping of the Civilian Reserve program.

Table 6-8. Civilian Reserve Administration Matrix—Strategic Staffing

Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
STRATEGIC STAFFING							
Competency Framework Management							
Determination of skills and competencies needed							DoS staff should ultimately determine competencies and skills to target in recruiting. Contractors should provide analytical support and recommendations.
Perform skills and competency gap analysis							
Monitor the skills/competency pool							
Collect, maintain, and analyze staffing metrics							Contractors should provide analytical support and recommendations on strategic staffing. Ultimate decisions should be made by DoS staff.
Make strategic staffing decisions							
Implement decisions							
Selection							
Determine deployment requirements							Contractors should provide a range of analytical support on selection methodology and process, but DoS staff should ultimately determine deployment requirements, establish selection policy, and make final selection decisions.
Determine what skills, competencies, functions, and positions need to be staffed							
Inventory skills at your disposal in the pool of eligible reservists							
Establish selection policy							
Establish selection procedures and guidelines							
Collect and manage metrics							
Market and communicate open positions							
Select deployees based on budget							



6.7.3.5 Marketing and Recruiting

☑ **Recommendation:** The majority of marketing and recruiting should be contracted to qualified firms, primarily because recruiting needs will fluctuate significantly as the Civilian Reserve is built, sustained, and deployed.

Analysis: Legal research did not indicate that there are any marketing functions that call for a central USG role. However, as shown in the summary (Table 6-9), legal research around recruitment revealed that the following should be performed by a USG employee:

- Requisition approval
- Classification of positions
- Selection of the individual
- Approval of salary

In addition, reliability and efficiency will be increased if the responsibilities are given to a firm that specializes in marketing. A specially trained and qualified staff will produce the most effective products in a timely manner, allowing the limited USG staff to focus on those functions that they are required to perform. Regarding cost, contractors generally cost more than an equivalent government employee. However, in areas where the amount of support needed varies over time, it is more cost-effective in the long run to employ a contractor due to the high costs associated with hiring and firing USG employees. In the areas of marketing and recruiting, the bulk of the work will be done within the first three years. Support will still be needed to advertise positions and recruit more civilians after three years to sustain the size of the roster, but the effort will be on a smaller scale requiring less personnel. Thus, even though the work performed by a contractor in those first three years will be costly, the contract can be scaled down or terminated when appropriate. For this reason, the scalability criterion favors contracting. Finally, recruiting and marketing is not a core competency within the U.S. Government, as compared to a contractor that specializes and excels in these areas.

Table 6-9. Civilian Reserve Administration Matrix—Marketing and Recruiting

Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
MARKETING AND RECRUITING							
Marketing							
Define audiences							The Civilian Reserve's marketing and advertising should be contracted to a qualified marketing firm.
Define messages							
Define media							
Create marketing collateral							
Distribute collateral & disseminate messages							
Recruiting							
Draft position descriptions							Recruiting should be outsourced, with supervision by a DoS counterpart with the authority to approve requisitions, position classifications, and final hiring and salary decisions.
Approve requisitions							
Classification of positions							
Selection of the individual							
Approval of salary							
Management of analytics							
Determine recruitment tools							
Mgmt. of position forecasting							

6.7.3.6 Personnel Administration

☑ **Recommendation:** To the extent practicable, the Civilian Reserve should leverage existing DoS capabilities through the Bureau of Administration's Human Resources Division (A/EX/HRD) for the majority of personnel administration functions (see Table 6-10).

Analysis: Overall, this strategy will be more cost-effective and easier to administer than outsourcing these functions because (1) it will allow the Civilian Reserve to leverage existing DoS infrastructure and



systems; and (2) the marginal increase in staff required would be less than the staff required to replicate the same capabilities anew. A mix of additional Government FTEs and contractors should be used to supplement the staff in A/EX/HRD to compensate for the additional workload created by the Civilian Reserve. Even though these supplemental staff would reside in A/EX/HRD and not in Civilian Reserve Headquarters, they should be funded by the Civilian Reserve to ensure that the staff members are dedicated to serving Civilian Reserve needs. Also, it may be appropriate to create a separate section or division within A/EX/HRD since the administrative needs of the Civilian Reserve are likely to differ substantially from those of the general DoS population that this office currently serves. Currently, the Bureau of Administration is one of three DoS bureaus that has delegated authority to perform personnel administration functions for other bureaus (the Bureau of Consular Affairs and Bureau of Diplomatic Security also have this authority). Based on DoS staff interviews, the Bureau of Administration is currently in the best position to support the needs of the Civilian Reserve. Since it already supports several other bureaus, its management and processes offer economies of scale and infrastructure efficiencies that the Civilian Reserve could leverage, as long as the Civilian Reserve provides funding for adequate staff augmentation in A/EX/HRD.

The division of responsibilities between USG staff and contractors should be determined through close coordination with senior staff in the Bureau of Administration. Legal research revealed that DoS employees should play a central role in the following personnel administration functions:

- Determination of which benefits packages to offer to the reservists
- Determination of administrative requirements for reservists
- Determination of the levels and types of clearances needed for each deployment
- Determination of appropriate medical, psychological, and fitness requirements
- Certification of medical, psychological, and fitness readiness
- Making security access determinations

Reliability in the administration and management of personnel functions is split almost equally between contractors and USG employees. USG employees are more familiar with policies and processes of the government, culture, and politics involved in decision-making. Contractors provide equal reliability in more administrative tasks such as benefits administration, payroll administration, awards processing, employee satisfaction monitoring, and security clearance processing. However, the most important consideration in determining whether to use contractors or USG employees for these functions should be the current practices and staff composition of A/EX/HRD, as their practices are well-established and recognized for their efficiency.



Table 6-10. Civilian Reserve Administration Matrix—Personnel Administration

	Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
PERSONNEL ADMINISTRATION								
Benefits								
Match benefits packages with program needs								DoS should leverage capabilities of A/EX/HRD, and a mix of additional government FTEs and contractors should be used to supplement existing staff.
Decide what benefits packages to offer								
Benefits administration								
Communication of benefits								
Benefits enrollment								
Compensation								
Association of jobs with pay bands								Payroll administration should be carried out through A/EX/HRD and Charleston FSC, and supplemented by contractors.
Approval of employee compensation level								
Payroll administration								
Implementation of salary increases								
Awards								
Determination of awards offered								Awards should be approved and presented by DoS staff through A/EX/HRD; processing can be supplemented by a qualified contractor.
Approval of awards								
Maintenance of personnel files								
Processing of awards								
Presentation of awards								
Employee Satisfaction								
Conduct surveys on reservists' experiences								Employee satisfaction monitoring should be conducted by A/EX/HRD, with the use of qualified contractors for additional staffing.
Determine how to use this information to improve the program								
Security Clearances								
Initiation of clearance process								Civilian Reserve security clearances are the responsibility of Diplomatic Security (DS); supplemental DS contractor staff should be funded by the Reserve. Requirements should be monitored by Civilian Reserve Operations staff and A/EX/HRD.
Investigations								
Clearance processing								
Clearance decision								
Adjudication of clearance appeals								
Determine levels and types of clearances needed for each deployment								
Medical Screenings								
Determine medical, psychological, and fitness requirements for reservists								The Office of Medical Services should conduct medical screenings and clearances; two additional RNs should be funded by the Reserve to make this possible.
Conduct screenings, tests, exams								
Certify medical readiness to deploy								
Maintain medical records								
Process appeals for those who are denied due to medical status								
Make final decision on appeals								
Administrative Requirements								
Determine administrative requirements for reservists								Administrative requirements should be determined by DoS staff and tracked and validated by A/EX/HRD with contractor support if needed.
Ensure reservists have valid passports, wills, country clearances, ID cards, etc								
Monitor requirements to ensure all administrative needs are met								
Family Support								
Determine what types of support and programs to offer								The Family Liaison Office should manage family programs, with contractor support funded by the Reserve if needed.
Implement and administer programs								
Casualty Notification								
Paperwork /Processing								Casualty notification should be handled by a senior DoS official. Contractors may be used but should not contact families.
Family notification								
Family support								
Medals, honors, awards								
Command and Control								
Establish reporting structure								Command and control should be tracked by USG staff in CR HQ and/or

6.7.3.7 Training

☒ **Recommendation:** The administration and management of the reservists' training should be performed by contract staff, under the direction and oversight of a USG chief training officer (see Table 6-11).

Analysis: Legal research suggests that the determination of training requirements and the certification of reservists' readiness to deploy should have a significant degree of USG oversight. Also, it is more reliable for these two functions to be managed by DoS because of the risks associated with incorrectly determining training requirements and certifying that an individual has been adequately trained to deploy.



As discussed in section 5, “Deployment Operations”, the Civilian Reserve should leverage training capabilities of FSI, DoD, and other entities to the extent practicable. Remaining aspects of training administration should be contracted or outsourced, including curriculum development and management; training delivery; proficiency measurement; and documentation. Regarding cost, a significant investment in training will be required in the initial stages of the Reserve, but training requirements will decrease over time. Not every reservist will need all sessions of training; some training will be of a foundational nature and required for everyone while other courses will be job-specific. It will be beneficial to reduce the amount of training support when it is not needed and will save costs. Using contractors will maximize the ability to surge as well as scale back when training needs fluctuate.

Table 6-11. Civilian Reserve Administration Matrix—Training

Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
Training							
Determine training requirements	Yellow	Red	Green	Green	Green	Green	DoS should determine training requirements, provide input into the training curriculum, monitor and participate in training delivery, and certify readiness to deploy. The training program management and proficiency measurement should be contracted or outsourced.
Communicate training requirements	Green	Green	Green	Green	Green	Green	
Develop training curriculum	Green	Green	Green	Green	Green	Green	
Manage and update curriculum	Green	Green	Green	Green	Green	Green	
Determination of delivery media/methods	Green	Green	Green	Green	Green	Green	
Conduct training sessions	Green	Green	Green	Green	Green	Green	
Measure proficiency	Green	Green	Green	Green	Green	Green	
Document training completed	Green	Green	Green	Green	Green	Green	
Certify readiness to deploy	Yellow	Red	Green	Green	Green	Green	

6.7.3.8 Requirements Management

Recommendation: Requirements management should be carried out jointly by DoS staff and contractor support.

Analysis: Based on legal review and reliability/risk considerations, USG employees should define the Civilian Reserve program’s requirements and interact with customers on behalf of the Civilian Reserve (as shown in Table 6-12). Contractor support should play a major role in analysis and tracking of key metrics in order to enhance efficiency and leverage specialized skills. Because requirements management must scale up and down quickly as requirements change, contractor support will also be instrumental in ensuring the flexibility, responsiveness, and scalability of the headquarters element.

Table 6-12. Civilian Reserve Administration Matrix—Requirements Management

Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
REQUIREMENTS MANAGEMENT							
Requirements definitions	Yellow	Red	Green	Green	Green	Green	Deployment requirements should be defined and tasked by DoS staff. Contractors should provide analytical support.
Official tasking	Yellow	Red	Green	Green	Green	Green	
Management of analytics/metrics	Green	Green	Green	Green	Green	Green	
Lessons learned analysis	Green	Green	Green	Green	Green	Green	
Monitor customer satisfaction	Green	Green	Green	Green	Green	Green	

6.7.3.9 Logistics

Recommendation: The majority of the logistics functions, such as equipment, property accountability, and deployment support can be administered and managed by a contracting entity, however, there are certain functions that will require USG oversight provided by DoS.

Analysis: As summarized in Table 6-13, legal research dictates that a medium amount of USG oversight be present in the following functions:

- Establishing standards and processes for equipment issuance, storage, maintenance, repair, replacement, and return



- Issuing and managing licenses for using certain equipment
- Establishing physical requirements for using and carrying equipment
- Creating property accountability policies
- Maintaining ultimate responsibility for property accountability data

Research, staff interviews, and benchmarking interviews also support the notion that reliability is increased with USG oversight and management of these functions. The only logistical function that is a core competency of the Government, is issuance and management of licenses for certain equipment (e.g., weapons). Efficiency, cost, and scalability are all maximized by contractor support. With the evaluations against these criteria taken into account, BearingPoint recommends that equipment issuance and tracking be outsourced; however, DoS should establish the appropriate standards and policies. A DoS property-certified staff should manage the issuance and licensing of firearms. DoS staff should oversee property accountability and other logistics policies while the execution is performed by contractors or the reservists themselves. Deployment support (e.g., arrangement of travel, shelter, food, medical care, and security provision) should be administered by a contracting firm. As discussed in section 5, “Deployment Operations”, the Civilian Reserve should also leverage the logistics capabilities of DoD and other inter-agency partners through the establishment of MOUs, to the extent practicable.

Table 6-13. Civilian Reserve Administration Matrix—Logistics

Function		Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
Logistics	LOGISTICS							
	Equipment							
	Establish standards and processes for equipment issuance, storage, maintenance, repair, replacement, and return							Equipment issuance and tracking should be outsourced, though DoS staff should establish appropriate standards and policies. Also, properly certified staff should manage the issuance of firearms and firearms licenses.
	Train reservists to use equipment							
	Issue and manage licenses for using certain equipment (e.g. Weapons)							
	Establish physical requirements for using and carrying the equipment							
	Property Accountability							
	Determine property accountability requirements							DoS staff are responsible for property accountability. They should determine related policy and supervise execution by contractors or reservists.
	Create property accountability policy							
	Implement tracking systems and tools							
	Monitor property movements to, from, and in theater							
	Maintain redundancy of data							
	Respond to data calls and requests							Deployment support may be outsourced, though the best model for deployment support will depend on the circumstances of the deployment.
	Ultimate responsibility for property accountability data							
	Deployment Support							
	Make travel arrangements							
	Shelter arrangement							
	Food and incidentals arrangements							
	Medical care							
	Security							

6.7.3.10 Communications and Technology

Recommendation: Communications and technology support at headquarters and in the field should be administered by contractors; however, official, organizational communications during a deployment should be controlled by DoS staff.

Analysis: As summarized in Table 6-14, legal research revealed that USG oversight should be present in the determination of communication tools and methods, and present in the management and control of communications during a deployment. Due to the nature of these two functions, reliability increases with DoS staff overseeing the functions rather than a contractor. Also, management and control of communications during a deployment is a core competency of the USG. Research, benchmarking, and staff interviews support the notion that contractors can be utilized for all other communications and



technology functions. The use of contractors is also supported by the efficiency, cost, and scalability criteria, as staff must be quickly augmented in times of surge. As with logistics support, the Civilian Reserve should endeavor to leverage the communications and IT capabilities and assets of DoS, DoD, and other inter-agency partners whenever possible, to minimize internal staffing required for this function.

Table 6-14. Civilian Reserve Administration Matrix—Communications and Technology

Function	Legal	Reliability	Efficiency	Cost	Scalability	Core Competency	Recommendation
COMMUNICATIONS & TECHNOLOGY							
Communications							
Determine how information is communicated and who controls it							Contractors should provide a full range of communications and technology support at headquarters and in the field. However, official, organizational communications during a deployment should be controlled by DoS staff.
Define audiences							
Manage content of Civilian Reserve website							
Manage and control communication during a deployment							
Technology							
Define technology requirements							Technology support should be contracted to a qualified IT service provider.
Select systems, programs, tools, etc							
Implement access and security controls							
troubleshooting							

6.8 Staffing Projections

Using our previous recommendations and analysis for the level of oversight for each administrative function, BearingPoint presents table 6-15, which illustrates recommended total staffing levels for each Headquarters office and function. BearingPoint has recommended staffing levels intended to build the Civilian Reserve from FY2007–FY2009, a sustainment level after FY2009, and deployment surge levels for those functions that would require an increase in headquarters staff during deployments.

The following explanations are important in understanding and interpreting Table 6-15:

- All projections in the “Build” and “Sustain” columns represent the numbers of headquarters staff needed to manage the roster only; they do not account for deployments.
- Projections in the “Deployment Surge” columns describe the number of additional staff that would be needed to support low, medium, and high-level deployment years. They assume a full roster of 3,550 and a sustainment-level headquarters staff.
 - A “deployment year” describes the total number of reservists who deploy in a given year, not to a specific deployment scenario.
 - A small-level deployment year is considered to be two-thirds of a medium-level deployment year.
 - A medium-level deployment year is considered to be one-fourth, or 25 percent, of the roster size since reservists will be expected to deploy for one, one-year term every four years.
 - A large-level deployment year is considered to be 30 percent more than a medium-level deployment year.
- Marketing and Recruiting requires the most staff of any function to build the Reserve. The number of recruiters needed was calculated based on a best-of-breed ratio of one recruiter to 65 recruits per year. Since the Civilian Reserve is a new organization with unique requirements and no previous recruiting history, BearingPoint used a 1:45 ratio of recruiters to hires in the first year and assumed efficiency gains in each following year: 1:50 in the second year, 1:60 in the third year, and 1:65 thereafter. The projections also assume 10 percent attrition among non-deployed reservists and 25 percent attrition among deployed reservists. In addition, the Marketing and Recruiting projection includes one manager for every 10 recruiters to oversee recruiting and marketing activities.



- The Civilian Reserve headquarters projection includes one staff member to serve as a liaison with and oversee execution of Personnel Administration functions by staff provided to existing DoS offices. Please see Table 6.15 for the specific offices and projections of the number of staff members needed in each.
- While these projections may be used as a guide, staffing needs should be continually monitored and evaluated by the Strategic Staffing office, as needs will inevitably fluctuate and may vary from these projections once the Reserve is operational.

Table 6-15. Civilian Reserve Headquarters Staffing Projections

Office / Function	Build			Sustain	Deployment Surge		
	2007	2008	2009	After 2009	Low	Medium	High
Director	1	1	1	1			
Chief of Staff	1	1	1	1			
Office Sub-total	2	2	2	2			
Reserve Administration							
Technical Experts	3	3	3	3			
Policy & Outreach	4	4	4	4	1	1	2
Program Analysis & Evaluation	2	2	2	2	1	1	2
Resource Management	2	2	2	2	1	1	2
Office Sub-total	11	11	11	11	3	3	6
Reserve Management							
Director of Reserve Management	1	1	1	1			
Strategic Staffing	2	2	2	2			
Marketing and Recruiting	18	25	35	8	1	2	3
Personnel Administration**	1	1	1	1	0	0	0
Training*	4	4	4	4	1	1	2
Office Sub-total	26	33	43	16	2	3	5
Reserve Operations							
Director of Reserve Operations	1	1	1	1			
Requirements Management	2	2	2	2	1	2	4
Logistics*	3	3	3	3	1	3	6
Information Technology*	1	1	1	1	1	2	3
Office Sub-total	7	7	7	7	3	7	13
Total	46	53	63	36	8	13	24
Size of Roster/Deployment	700	1,800	3,550	3,550	592	888	1,154
* Contract vehicles must be in place to provide surges in contractor staff when needed.							
**See Personnel Administration Staffing Requirements Table 6-16 for more detail							

Table 6-16 presents detailed projections for the Personnel Administration staff that the Civilian Reserve will need to fund in other DoS offices in order for them to manage these functions. These projections are based on staffing ratios obtained from the relevant office, as described below:

- For the personnel functions to be performed by A/EX/HRD, DoS currently uses a ratio of one personnel officer for every 72–150 employees. Since Civilian Reservists will not be full-time employees, BearingPoint used the upper end of this range for administration of non-deployed (i.e., non-activated) reservists in the first year and progressively smaller ratios thereafter to account for efficiency gains: 1:150 in FY 2007, 1:200 in FY 2008, and 1:300 in FY2009 and beyond. For deployed (i.e., activated) reservists, BearingPoint used a ratio of 1:100 since they will be full-time employees and will likely encounter more personnel issues.
- According to the DoS Family Liaison Office (FLO), there are currently about 900 unaccompanied DoS staff overseas, and 200 of those (22 percent) have dependents and require FLO services. There is currently one full-time FLO staff member attending to these needs. It is reasonable to assume that a similar ratio will apply to deployed Civilian Reservists since not all of them will have dependents. To be conservative, BearingPoint assumes that two-thirds (66 percent) of



reservists will have dependents and require FLO services. This results in a recommendation for one additional FLO staff member to perform family liaison outreach while the roster is being built, and an additional one for a small deployment year, two for a medium deployment year, and three for a large deployment year. The importance of these services should not be overlooked, as the ability to reassure reservists and their family members that resources will be available during deployment will directly impact the success of the recruiting effort.

- According to the Office of Medical Services, it would need two additional Registered Nurses to review medical records and grant medical clearances for the Civilian Reserve. Physical exams could be conducted for reservists without any increase in staff if they are done from October to April.
- It is important to note that while these projections may be used as a guide, the Personnel Administration liaison in Civilian Reserve Headquarters should maintain close communication with each office listed below in order to monitor staffing needs and adjust accordingly. Also, contract vehicles should be in place to provide the Civilian Reserve with the ability to scale up or down as it deems necessary.

Table 6-16. Personnel Administration Staffing Projections

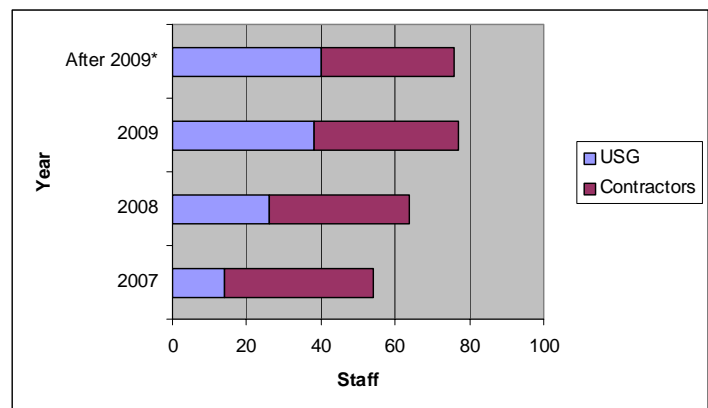
Office Functions	Build			Sustain	Deployment Surge		
	2007	2008	2009	After 2009	Low	Medium	High
Human Resources Division (A/EX/HRD)	5	10	14	14	5	8	11
Awards							
Benefits							
Clearance Tracking							
Compensation							
Employee Relations							
Employee Satisfaction							
Enrollment							
Notification							
Performance Management							
Global Financial Services (RM/GFS)	1	1	1	1	1	1	1
Payroll							
Accounting							
Other Payment & Finance Services							
Family Liaison Office (HR/FLO)	1	1	1	1	1	2	3
Family Support							
Office of Medical Services (M/MED)	2	2	2	2	0	0	0
Medical Clearances							
Total	9	14	18	18	7	11	15
Size of Roster/Deployment	700	1,800	3,550	3,550	592	888	1,154

* Contract vehicles must be in place to provide surges in contractor staff when needed.

6.9 Building Headquarters Staff

Having addressed the main functions of the headquarters staff and presented recommendations as to the overall level of effort required to build and sustain the Civilian Reserve, as well as to support it during deployment mobilization, this section provides a strategy for building the headquarters staff over the first three years. In Figure 6-4 (at right), BearingPoint provides a broad recommendation on the mix of USG staff and contractor support over the first three years and for sustainment of the Reserve after FY2009.

Figure 6-4. Headquarters Staff Build-Up





The staffing levels displayed in this Figure 6-4 include both Civilian Reserve Headquarters projections and staff provided to other DoS offices for personnel administration.

☑ **Recommendation:** As illustrated in Figure 6-4, the Civilian Reserve should gradually and steadily build its USG staff, using contractor support to supplement the growing USG presence. This will result in a level of contractor support that is high initially (75 percent) but that decreases as more USG staff are hired (60 percent in FY2008 and 50 percent or less in FY2009 and beyond). The core USG staff should form the backbone of Civilian Reserve Headquarters. They will shape the quality and culture of the organization in its formative period. This strategy allows the Reserve to take time to find high-quality Government personnel and recognizes the time required to do so. At the same time, the Reserve would have adequate manpower to build and support its roster through contractors. Contractors can be easily reduced in number once the USG staff is established, though BearingPoint recommends maintaining a level of contractor support after FY2009 for several reasons. First, deployment requirements may continue to change dramatically after FY2009, and contractor support will be easier to adjust according to those changing requirements than USG staff. Second, as described in the analysis of the functional requirements of Civilian Reserve Headquarters, many of the administrative and overhead functions can be performed more efficiently by contractors, allowing the USG staff to focus on the strategic direction and oversight of the Reserve.

Table 6-17 presents an illustrative example of the distribution of USG staff and contractors in FY2007 according to this strategy. While the staffing projections and strategy presented here should be used as a guide, the exact mix of USG staff and contractors should be determined by the Reserve's senior management according to current capacity, budgetary considerations, and anticipated needs for the coming year. Additionally, BearingPoint recommends that those responsible for Strategic Staffing within the Reserve Administration office continually monitor the composition of the headquarters staff and provide recommendations on adjustments to the Chief of Staff and Director of the Civilian Reserve when necessary.



Table 6-17. FY2007 Suggested Staff Allocation

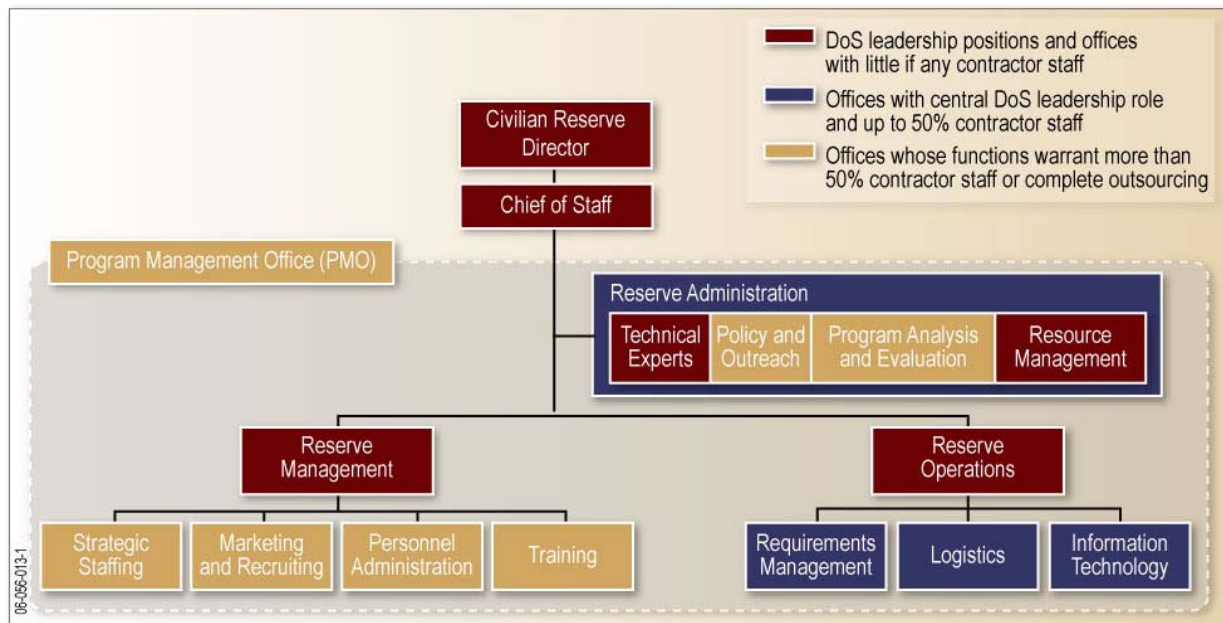
Office / Function	USG Staff	Contractor Staff	Total
Director	1	0	1
Chief of Staff	1	0	1
Office Sub-total	2	0	2
Reserve Administration			
Technical Experts	2	1	3
Policy & Outreach	1	3	4
Program Analysis & Evaluation	0	2	2
Resource Management	1	1	2
Office Sub-total	4	7	11
Reserve Management			
Director of Reserve Management	1	0	1
Strategic Staffing	0	2	2
Marketing and Recruiting	1	17	18
Personnel Administration*	4	5	9
Training*	1	3	4
Office Sub-total	7	27	34
Reserve Operations			
Director of Reserve Operations	1	0	1
Requirements Management	0	2	2
Logistics*	0	3	3
Information Technology*	0	1	1
Office Sub-total	1	6	7
Total	14	40	54
Percentage	26%	74%	100%

6.10 Contracting Strategy

Based on a thorough analysis of the optimal governance structure for the Civilian Reserve, projections of the level of effort required for each overhead function, and recommendations on the distribution of work between USG personnel and contractors, BearingPoint suggests the management construct of figure 6-5, which illustrates the placement of USG oversight and contractor support in Civilian Reserve Headquarters.



Figure 6-5. Placement of USG Oversight and Contractor Support in Management Structure



Based on this structure, it is useful to consider the optimal contracting strategy to provide the Civilian Reserve with contractor support that is committed to the mission and optimizes the key considerations from the analysis above: reliability, efficiency, cost-effectiveness, and scalability; and provides significant value in terms of technical expertise. Though there are myriad contracting options available to DoS, it is useful to consider three broad, representative strategies (summarized in table 6-18) for the purposes of this Management Study:

- **Strategic Partner Model.** A single program, with a single, strategic contract team that is awarded a task-based contract vehicle and manages multiple task orders to cover the range of the Civilian Reserve's contract support.
- **Single Program, Multiple Awards.** A single program with multiple awards; individual task orders would be competed among a limited number of eligible teams.
- **Supplier/Vendor Model.** Individual requirements competed separately. Each requirement would be competed openly and would result in a new contract. Unlike the previous two models, there would be no pre-competed vehicle for the overall program.



Table 6-18. Analysis of Contracting Options

Description	Benefits	Drawbacks	Analysis
<p>Strategic Partner Model A single program, with a single, strategic contract partner that is awarded a task-based contract vehicle and manages multiple task orders to cover the range of the CR's contract support.</p>	<ul style="list-style-type: none"> Facilitates "partner" mentality, as it is in the contractor's best interest to reduce costs and drive efficiencies Facilitates a strong relationship with the contractor over time; contractor becomes familiar with and committed to the Reserve mission One contract to manage results in easier coordination of activities and less of a burden on contracting staff Significant volume provides opportunity for significant price discounts; results in cost savings Fosters significant competition at the outset 	<ul style="list-style-type: none"> Little diversification; transfers risk to a single company Does not foster competition once the contract is in place Requires large up-front investment in program management 	<ul style="list-style-type: none"> Overall, this option would provide the Civilian Reserve with a strategic partner that would coordinate the wide range of contracting activities Would provide continuity and commitment to the Civilian Reserve mission in the program's formative years Civilian Reserve would retain the flexibility to change the model to foster more competition once the organization is more mature
<p>Single Program, Multiple Awards A single program with multiple awards; individual task orders would be competed among the limited number of eligible firms.</p>	<ul style="list-style-type: none"> Best of both worlds Manageable number of teams – small enough group that relationships would still develop over time Continuous competition on individual task orders 	<ul style="list-style-type: none"> More companies to manage; makes collaboration difficult and requires larger investment in acquisitions support Contractors would participate less in requirements assessment Fewer price discounts would be available because contractors would have continuous overhead costs for bids and proposals Instead of a seamless USG/contractor team, there are multiple contractors with competing interests; may divert from mission 	<ul style="list-style-type: none"> On balance, this construct would provide the Civilian Reserve a single program with the benefits of significant competition. Given the potential growing pains of building the Civilian Reserve program, however, this option carries significant risk as it would involve multiple contractors with competing interests. It would be more prudent to wait until the Reserve is established to implement this contracting strategy.



Description	Benefits	Drawbacks	Analysis
Supplier/Vendor Model Individual requirements competed separately. Each requirement would be competed openly and would result in a new contract. There would be no pre-competed vehicle for the overall program.	<ul style="list-style-type: none"> Access to a wider variety of providers High diversification of risk Fosters competition with every task Prices are negotiated closer to the time when services are needed 	<ul style="list-style-type: none"> Each new requirement requires competing a new contract Multiple contracts to manage Difficult to coordinate; may result in duplication of effort and lack of oversight / span of control Results in "vendor" mentality, in which contractor is simply a supplier, not a partner; more difficult to assess requirements 	<ul style="list-style-type: none"> The difficulties in this construct outweigh the potential benefits. Because of the CR's size, the cost savings that may result from this option do not warrant the administrative burden and difficulty of coordinating many contracts under this model.

☑ Recommendation: Based on a balanced analysis of these options in light of the envisioned USG-contractor dynamic in Civilian Reserve Headquarters, BearingPoint recommends that the Civilian Reserve establish a single contracting program with a strategic partner during the formative period of its growth, with the option to move to multiple awards once the organization develops and matures. This recommendation is based on the following main reasons:

- The nature of the Civilian Reserve's mission requires a high degree of contractor support to provide flexibility, scalability, and overhead expertise. However, it is equally important that the headquarters element lead in the development of an organizational culture and esprit de corps over time. A strategic partner is most likely to become committed to the Civilian Reserve mission and contribute to the development of this culture.
- A single partner would develop its strategies, programs, and plans up front and would provide a coordinated approach to establishing and sustaining Civilian Reserve Headquarters. This approach would be less complex than multiple companies building competing strategies, programs, and plans.
- A single partner would be more likely to truly understand and be committed to the S/CRS organization and mission, as opposed to multiple contractors that would simply be external actors.
- A strategic partner with a strong program management component will limit the risk of coordinating a large number of overhead functions. This is preferable to multiple contractors in the initial stages of the organization, as they would be difficult to coordinate, and their competing interests may divert them from the mission of the organization and decrease efficiency.
- Once the Civilian Reserve is established, it would be relatively easy to increase competition through a multiple-award, task order-based contract if senior management deems that option appropriate.

6.11 Conclusion

The Civilian Reserve's mission and operational requirements suggest that it should reside within S/CRS, with the Director of the Civilian Reserve reporting to the Coordinator for Reconstruction and Stabilization. This will maximize the Coordinator's ability to manage the Civilian Reserve as one of



multiple response mechanisms and will provide the Civilian Reserve consistent oversight and adequate technical guidance. S/CRS will need to modify its organizational structure in order to facilitate the success of the Civilian Reserve by adding an operational emphasis and a Board of Advisors that would provide balanced, objective guidance to S/CRS in establishing and managing its response mechanisms.

The Civilian Reserve's need to remain agile, flexible, and scalable calls for a lean headquarters staff that centralizes administrative authority and leverages existing DoS infrastructure and capabilities. A management structure should be introduced that consolidates administrative and oversight functions into a Civilian Reserve Program Management Office (PMO). This PMO should be divided into three key areas: Reserve Administration, Reserve Management, and Reserve Operations. The structure should also include leadership by a Director and Chief of Staff; technical experts to provide oversight, guidance, and coordination; and close coordination with the Bureau of Administration's Human Resources Division (A/EX/HRD) and other appropriate offices for personnel administration requirements.

With regards to staffing, USG employees should form the backbone of the headquarters staff; they will determine the strategic direction and shape the culture and composition of the Civilian Reserve. Contractor support should comprise a significant portion of the headquarters staff in the Reserve's formative period to allow time to recruit high quality USG staff. Once the roster is built, they will also provide specialized skills to increase the efficiency of many administrative functions, as well as scalability to enable the headquarters staff to remain agile and adjust to changing operational requirements. The Civilian Reserve should establish a single contracting program with a strategic partner during the formative period of its growth, with the option to move to multiple awards once the organization develops and matures. This will provide contract support that adds the most value, is committed to the Civilian Reserve mission, and contributes to the organization's culture.

7. BUDGET PLANNING



7. Budget Planning

7.1 Background and Purpose

As part of preliminary work to investigate the efficacy of establishing a Civilian Reserve (CR), the Office of the Coordinator for Reconstruction and Stabilization of the Department of State (S/CRS) requested \$25 million in funding for the Reserve in fiscal year (FY) 2007. The \$25 million has been requested to “initiate a process that will result in deployable reserves beginning in FY2008.”¹ Throughout the other sections of this Management Study, BearingPoint makes recommendations on the composition, recruiting, screening, training, equipping, managing, and deploying of the Civilian Reserve. This section analyzes and quantifies these recommendations to guide and support funding requests and justifications.

It is important to note that the \$25 million requested for funding the CR in FY2007 is not sufficient to meet the recommendations encompassed in the Human Resources, Deployment Operations, and Administration sections of this Management Study. **BearingPoint recommends an immediate application from the Secretary of State to the Secretary of Defense requesting the transfer of funds as authorized by Section 1207 of the FY2006 Defense Authorization Act.** However, if the Department of State (DoS) cannot secure sufficient funding, BearingPoint has prepared three courses of action and a recommendation for the expenditure of the requested \$25 million: These are described in section 7.6.

7.1.1 Methodology and Approach

The Civilian Reserve budget was developed to support the recommendations found in the remainder of this document. BearingPoint relied on published sources and the input of Subject Matter Experts (SMEs) within and outside the U.S. Government to provide data ranging from official pay schedules to the cost of armored vehicles.

BearingPoint compiled available data and recommendations into two budgeting models. The first model captures the cost to create, sustain, and manage the CR to a size of 3,568 members. This model extrapolates cost factors from functional requirements detailed in earlier sections of this study, including reservist compensation, recruiting, marketing, training, enrollment, equipping, and program management. The second model forecasts the cost to deploy reservists. This model associates cost factors with typical deployment variables—including deployment size, duration, labor mix, location, equipment requirements, and life-support requirements—around a set of hypothetical scenarios. BearingPoint created flexible and reusable budgeting models that can be used to test the cost impact of changes in force size, scope, and deployment scenarios.

Six major recommendations and assumptions drive nearly every component of the recommended budget:

- As described in section 4, “Human Resources Planning”, BearingPoint recommends the Civilian Reserve focus initial recruiting and enrollment efforts on Constabulary Police, Civil Police, and rule-of-law experts.
- As described in section 5, “Deployment Operations”, police forces will require substantially more equipment than will the other reservist disciplines.
- A large amount of the CR’s equipment—including vehicles, electronics, and weapons—will have to be purchased as part of the Create, Sustain, and Manage budget. The long lead times necessary to

¹ FY2007 Foreign Ops Budget Justification draft for OMB—S/CRS rev. 1—provided by Wilma Ray, April 2006



procure equipment, especially armored vehicles, and the requirement that reservists train on equipment dictate equipment procurement prior to the announcement and funding of any deployment.

- A reservist in any discipline will not be considered deployable until the reservist has been screened, enrolled, trained, and equipped. If the CR is unable to provide suitable equipment to support the reservist in the “field”, the reservist will be considered non-deployable.
- Per guidance from S/CRS, BearingPoint has applied a three percent annual inflation factor to all costs captured in the Create, Sustain, and Manage budget. FY2006 is assumed as the baseline for costs; FY2007 costs have been inflated by three percent.
- Within this document, BearingPoint provides recommended budgets for FYs 2007 through 2010. BearingPoint assumes that the CR is stabilized at approximately 3,500 reservists after FY2009. **BearingPoint has provided to S/CRS a flexible budget model in Microsoft Excel format that extends budget recommendations through FY2015. S/CRS can use this model to test scenarios, update assumptions, and guide expenditures.**

Detailed assumptions for individual cost components are provided on the following pages.

7.2 Organization of Section

The remaining sections of this document are organized as follows:

- Section 7.3, “Fiscal Restrictions and Flexibility”
- Section 7.4, “Create, Sustain, and Manage Budget Assumptions”
- Section 7.5, “Create, Sustain, and Manage Budget”
- Section 7.6, “Courses of Action for the Expenditure of Limited Funding”
- Section 7.7, “Deploy Budget Assumptions”
- Section 7.8, “Deploy Budget Scenarios”
- Section 7.9, “Conclusion”

7.3 Fiscal Restrictions and Flexibility

The CR requires two funding mechanisms: 1) funding to support the Program’s creation, sustainment, and management and 2) funding to support deployments. **BearingPoint recommends that the Government take adequate steps to ensure that funds dedicated to the Program’s creation are protected from being used to fund deployments of Civilian Reservists.** As stated in the FY2007 Foreign Operations Budget Justification for Office of Management and Budget (OMB), the \$25 million should be used to develop the Reserve, not support the deployment of the Reserve. Given funding scarcity for new projects throughout the Federal Government, it is critical that S/CRS and the CR secure these funds to build the Reserve’s readiness.

7.4 Create, Sustain, and Manage Budget Assumptions

S/CRS’s stated goal is to build the size of the CR to 3,000 members over three phases. However, BearingPoint recommends a force of slightly more than 3,548 (see section 4, “Human Resources Planning”). For the purposes of cost modeling and budget development, the BearingPoint Team has assumed that each phase will occur over a single fiscal year. Phase I will be executed in FY2007, Phase II in FY2008, and Phase III in FY2009. By September 2009, S/CRS visualizes a Civilian Reserve with 3,548 personnel certified to deploy to a post-conflict scenario. The budget to create, sustain, and manage this force spans seven cost categories: Reservist Compensation, Recruitment, Screening, Training, Equipment, Headquarters and Administrative Staff, and Administrative Resources.



The assumptions that support the projected budget for each of these cost categories are detailed in the following paragraphs. Unless otherwise noted, the assumptions are derived from the other sections of this Management Study and interviews with BearingPoint and DoS SMEs; the section of the Management Study that makes recommendations requiring each cost item is listed in italics at the end of each paragraph.

7.4.1 Reservist Compensation

The Civilian Reserve will contain 66 position types sorted into seven operational functions: Operational Control, Establishing Rule of Law—Police Forces, Establishing Rule of Law—Judiciary, Essential Services and Infrastructure, Government Institutions, Leadership Development, and Political and Economic Transition. The growth of the reserves across these classes is shown in table 7.1 [*Source: section 4, “Human Resources Planning”*].

Table 7-1. New Members by Function

Operating Function	New Members FY2007	New Members FY2008	New Members FY2009	Total Members
Operational Control	45	285	218	548
Establishing Rule of Law—Police	604	504	849	1,957
Establishing Rule of Law—Judicial	51	101	151	303
Essential Services & Infrastructure	0	208	316	524
Government Institutions	0	0	112	112
Leadership Development	0	0	8	8
Political & Economic Transition	0	0	96	96
Totals:	700	1,098	1,750	3,548

Reservists will be compensated according to a banded salary scale based on GS rates. The bands are equal to bands currently employed by Iraq Reconstruction Management Office (IRMO), less Washington, DC, locality pay. Reservists will be acquired in bands I through V per table 7.2 [*Source: section 4, “Human Resources Planning”*].

Table 7-2. New Members by Compensation Level

Pay Band	Corresponding GS Grade(s)	Salary Range	New Members 2007	New Members 2008	New Members 2009	Total
V	AD-00	\$109,808–\$152,000	18	58	215	220
IV	14 – 15	\$77,793–\$118,957	35	97	209	360
III	12 – 13	\$55,360–\$85,578	613	685	1,038	2,336
II	9 – 11	\$38,175–\$60,049	30	190	140	341
I	6 – 8	\$28,085–\$44,931	4	68	148	291
Totals:			700	1,098	1,750	3,548

While in a non-deployable status, a reservist will be paid for time spent training or undergoing administrative processing. Reservists will not be eligible for locality pay. Using a pay-band system provides increased flexibility to provide compensation levels that facilitate the recruitment and maintainability of reservists. For cost modeling purposes, BearingPoint had to make a broad assumption



regarding the average compensation to reservists within each pay band. We have assumed that, on average, a reservist will be paid at 50 percent of the difference between the minimum and maximum compensation available based on assigned band. For example, a band IV reservist can be paid between \$77,793 and \$118,957 annually; 50 percent of the difference between the minimum amount of \$77,793 and maximum amount of \$118,957 is \$98,375. The formula and the average annual compensation by band are shown in table 7.3 [*Source: section 4, "Human Resources Planning"*].

Table 7-3. Average Compensation by Pay Band

$$\$77,793 + 50\% \times (\$118,957 - \$77,793) = \$98,375$$

Pay Band	Salary Range	Average for CR
V	\$109,808–\$152,000	\$135,479
IV	\$77,793–\$118,957	\$98,375
III	\$55,360–\$85,578	\$70,469
II	\$38,175–\$60,049	\$49,112
I	\$28,085–\$44,931	\$36,508

The official Federal Government full fringe benefits cost factor, per Circular A-76 (Revised), is 32.85 percent: 24 percent for retirement benefits, 5.7 percent for insurance and health benefits, 1.45 percent for Medicare, and 1.7 percent for miscellaneous benefits, including worker's compensation and bonuses. BearingPoint has assumed that the reservists will not receive insurance and health benefits while in a non-deployable status. Reservists will receive retirement, Medicare and miscellaneous benefits when not deployed. Therefore, BearingPoint has assumed the fringe benefit cost factor 27.15 percent for reservists in training. *Source: section 4, "Human Resources Planning"*.

BearingPoint assumes that while training or performing administrative tasks, reservists will be compensated for the number of days worked based on a standard 2,000-hour, 250-day work year. Per *Circular No. A-76*, Federal intermittent workers are reimbursed based on the 2,007-hour/250-day year. A one-day salary will equal authorized annual compensation divided by 250. The daily average compensation paid for reservists in training is shown in table 7.4.

Table 7-4. Daily Salary by Pay Band

Pay Band	Annual Salary	Daily Salary
V	\$135,479	\$541.92
IV	\$98,375	\$393.50
III	\$70,469	\$281.88
II	\$49,112	\$196.45
I	\$36,508	\$146.03

7.4.2 Recruit and Marketing

Recruiter Workforce. A significant number of contractors led by Government full-time equivalent (FTE) staff will be required to fulfill the active recruiting roles: a total of 18 personnel in FY2007, 23 in FY2008, and 31 in FY2009. Industry-leading recruitment ratios call for one recruiter for every 65 recruits. However, as a new organization recruiting for a nonstandard work requirement, BearingPoint believes initial recruiting for the Civilian Reserve will be less efficient. In 2007, BearingPoint forecasts a more realistic ratio of one recruiter to every 45 recruits. The ratio improves each year: 1:52 in 2008 and 1:60 in 2009 [*Source: section 6, "Administrative Planning"*].



Travel and Event Expenses. The recruiting force will focus efforts on reaching prospective reservists through two primary venues: professional/academic forums and industry trade shows/conventions. This strategy will require the Reserve recruiting force to travel frequently. BearingPoint assumes that teams of two recruiters will attend two professional or academic forums each month. Additionally, each recruiter will attend four conferences or trade shows each year; a team of three recruiters will be present at each event. The actual location of both forums and trade shows is unknown at this time; BearingPoint assumes that the events will take place across the country. Travel costs for each event will include transportation, rental cars and per diem. BearingPoint's recommendation to hire and maintain a geographically distributed recruiting work force will keep travel costs down somewhat. BearingPoint assumes an average airfare of \$250 per person, an average per diem, based on Department of Defense (DoD) guidance, of \$200 per person, and an average car rental rate of \$45 per day. Additionally, for trade shows and conventions, the cost to operate a booth at a trade show and pay for registration will average \$11,000 per event [Source: section 4, "Human Resources Planning"].

Advertising and Marketing. The Civilian Reserve will incur substantial costs to advertise and market the organization. Major marketing and advertising costs include developing a brand and marketing strategy, placing advertising, acquiring suitable person-to-person materials, and posting job announcements. BearingPoint estimates that the acquiring of an advertising or marketing firm will cost approximately \$500,000 plus the cost to place advertising. Based on estimates provided by the U.S. Department of Labor Statistics, BearingPoint estimates that the total size of the CR resource pool in the United States is 7.5 million people. Using standard industry metrics—\$10 per thousand impressions and four impressions required per prospect—ad placement will cost \$300,000 per year. The cost to build a suitable trade show booth will be \$20,000. Handouts will cost \$150 per successfully enrolled recruit. Job announcements placed on the USAJobs web site will cost an average of \$87 [Source: section 4, "Human Resources Planning"].

Screening and Enrollment

Entrance Exam. Following the receipt of an application in response to a USAJobs posting, potential recruits will be directed to a private testing center to take the Civilian Reserve entrance exam. BearingPoint assumes the design of the exam will be handled internally by the Reserve's Headquarters staff and/or contractors. The Reserve will pay for the cost of the exam and BearingPoint assumes that 10 tests will be taken for every open position. According to Brian McCann of Thompson Prometric, testing will cost \$70 per person. [Source: section 4, "Human Resources Planning"].

Assessment Center. Once a potential recruit has passed the entrance exam, they will be invited to attend an Assessment Center to further evaluate their abilities via personal interviews and role play. BearingPoint assumes that the Assessment Center will be hosted at a Government facility at no charge to the CR. However, the Government will have to reimburse the travel expenses for 95 percent of the potential recruits who attend the center (assuming five percent are from the local Washington/Baltimore area) at a cost of \$830 per person (inclusive of transportation costs). Three candidates will be invited for every open position [Source: section 4, "Human Resources Planning"].

Background Checks / Security Clearance Investigations. Reservists will have to hold Top Secret security clearance to enroll in the program. BearingPoint assumes security processing for each reservist will cost \$2,600. This figure, provided by DoS Diplomatic Security, covers the expected cost to investigate enough candidates to fill each role; it assumes a negative access determination for a subset of applicants [Source: section 4, "Human Resources Planning"].



Medical Clearance. Every recruit will be required to obtain a standard DoS medical clearance. Each recruit will need to undergo a physical, cost reimbursable by the Government, and provide the results to the CR. The DoS Medical Officer estimates an average cost per exam at \$1,800 and assumes that 10 percent to 15 percent of potential recruits will not meet the minimum DoS standards [Source: section 4, “Human Resources Planning”].

7.4.3 Training

The CR will provide members five types of training opportunities. Orientation will last 10 days for police reservists; orientation will last for 8 days for functional specialists. The length of annual training also will vary depending on position type (police forces will train for 6 days per year; all other members will undergo 4 days of annual training). Leadership training will take three days and be offered to approximately five percent of the reservists each year. Pre-deployment training will take place immediately before reservists are sent to on an operational mission. Pre-deployment training costs are included in the Deploy budget. For each training session, BearingPoint assumes that the reservists will be reimbursed an average of \$500 to travel to the training. Orientation, annual and leadership training costs will average \$400 per day per reservist. Training costs include training facilities, accommodations, and per diem for food. The fifth training offering, distance learning, will use existing systems available through the Foreign Service Institute at an annual cost per reservist of \$50 [Source: section 5, “Deployment Operations”].

7.4.4 Equipment

Given the need to deploy the CR within 30 days of activation and the need for reservists to train with the equipment they will use in the field, the Government will need to purchase equipment as reservists are added to the program. The recommended equipment, as listed in section 6, includes vehicles, communications systems and electronics, personal security gear, and weapons. For police forces, the total cost of equipment per reservist is \$70,400; for all other members, cost equals \$41,800 per reservist. Equipment costs were derived from a number of sources, including GSAAAdvantage, the Federation of American Scientists, and earlier DoS documents. The CR will need to store the vast majority of the equipment in a central location. BearingPoint estimates 70 square feet of storage space will be needed on average per reservist at a cost of \$5 per square foot [Source: section 5, “Deployment Operations”].

7.4.5 Civilian Reserve Headquarters Staffing

In addition to the recruiting workforce, a CR Headquarters staff will be required to oversee the Reserve, plan training, study requirements, identify and procure equipment, and plan for deployment operations. This staff, a mixture of Federal Government employees and contractors, will number 54 in FY2007, 66 in FY2008, and 80 in FY2009. The recruiters listed in the previous set of assumptions are included in this headcount. Government employees will be paid according to the GS schedule with Washington, DC, locality pay and full benefits (32.85 percent of base salary). Contractors will be paid fully burdened rates typically associated with the provision of professional services to the Federal Government. BearingPoint assumes that the CR’s Federal employees will, on average, qualify for reimbursement at Step 5 of the applicable grade. The two pay schedules and allocation of staff are detailed in the tables 7.5 and 7.6 [Source: section 6, “Administrative Planning”].



Table 7.5. Government Employees

Pay Level	Salary	FY2007 Staffing	FY2008 Staffing	FY2009 Staffing
GS-9	\$50,839	2	4	7
GS-10	\$55,982	2	5	8
GS-11	\$81,716	3	6	9
GS-12	\$97,936	4	6	8
GS-13	\$116,462	2	4	5
GS-14	\$137,624	1	2	3
GS-15	\$161,885	1	1	1
Total:		15	28	41

Table 7-6. Contractors

Position	Hourly Rate	FY2007 Staffing	FY2008 Staffing	FY2009 Staffing
Analyst / Recruiter 1	\$50	10	9	9
Analyst / Recruiter 2	\$67	8	8	8
Consultant	\$106	8	8	8
Senior Consultant	\$125	7	7	7
Manager	\$163	5	5	5
Senior Manager	\$202	1.5	1.5	1.5
Subject Matter Expert	\$254	.5	.5	.5
Total:		40	39	39

7.4.6 Administrative Resources

Every member of the CR Headquarters staff will require fully equipped office space in a DoS facility and access to classified and unclassified information technology (IT) systems. The Civilian Reserve Headquarters will be located in the Washington, DC, area. Based on standard DoS costs, each employee and contractor will require 200 square feet of office and common space at an average cost of \$50 per square foot per year. Standard office support and supplies will cost \$2,000 per employee. There will be a one-time cost for furniture and IT of \$3,000 per employee [Source: section 6, “Administrative Planning”].

7.5 Create, Sustain, and Manage Budget

Table 7.7 presents a Create, Sustain, and Manage budget for the CR for fiscal years 2007 through 2010. The forecasted expenditures are based on the assumptions described above. The far right column lists the corresponding line item’s contribution to the total cost of the CR over the program’s first three years (FY2007–FY2009).

The annual cost of the CR more than doubles between 2007 and 2009 as its size quadruples over the same time. The cost per reservist, however, drops each year for four reasons:

- The cost of equipment, in particular the cost of equipping the Civil and Constabulary Police Forces, has the largest impact on the size of the Civilian Reserve budget. BearingPoint recommends that nearly all the reservists recruited in FY2007 and a large percentage in FY2008 should fill out these police forces. The estimated budget, on a per-reservist basis, declines as positions requiring much smaller investments in equipment are added. Equipment for the Reserve forces, a cost incurred in the same year a reservist joins the program, accounts for more than 60 percent of the entire Create, Sustain, and Manage budget.
- The cost to maintain a reservist on the CR roster is a fraction of the cost to recruit and equip a reservist. As the roster grows over time and a larger percentage of reservist positions are “sustained” rather than “created”, the cost on a per-reservist basis drops.



- The Civilian Reserve will incur fixed costs in the first year that are not directly correlated to the number of Civilian Reservists. For the most part, these costs involve start-up activities, including the development of a marketing and advertising strategy and the preparation of detailed policies and procedures to guide future operations.
- Given the short timeline from the acceptance and/or modification of the recommendations in this document to the execution of the strategy in FY2007, the CR likely will need to rely on a Headquarters staff initially dominated by a contractor workforce. Over time, the CR will be able to slowly replace contractors with civil service or Foreign Service employees at a lower cost.

Table 7-7. Create, Sustain & Manage Budget

Civilian Reserve Create, Sustain & Manage Budget					
Personnel Compensation	2007	2008	2009	2010	% of Total
Operational Control	\$ 144,447	\$ 923,773	\$ 1,078,077	\$ 862,743	0.65%
Rule of Law - Police	\$ 2,411,754	\$ 3,673,940	\$ 6,581,353	\$ 5,422,763	3.86%
Rule of Law - Courts	\$ 157,096	\$ 405,541	\$ 806,007	\$ 576,031	0.42%
Essential Services & Infrastructure	\$ -	\$ 670,339	\$ 1,525,618	\$ 1,027,724	0.67%
Government Institutions	\$ -	\$ -	\$ 618,235	\$ 344,923	0.19%
Leadership Development	\$ -	\$ -	\$ 50,598	\$ 28,229	0.02%
Political and Economic Transition	\$ -	\$ -	\$ 551,741	\$ 307,825	0.17%
Total:	\$ 2,713,297	\$ 5,673,594	\$ 11,211,629	\$ 8,570,239	5.98%
Recruiting / Marketing					
Recruiter Travel / Events	\$ 474,268	\$ 700,939	\$ 1,011,060	\$ 372,119	0.67%
Advertising / Marketing	\$ 1,036,952	\$ 677,649	\$ 956,890	\$ 501,713	
USAJobs	\$ 62,727	\$ 105,220	\$ 183,461	\$ 48,638	0.11%
Incentives	\$ -	\$ -	\$ -	\$ -	0.00%
Total:	\$ 1,573,947	\$ 1,483,808	\$ 2,151,411	\$ 922,471	1.59%
Screening / Enrolling					
Entrance Exam	\$ 504,700	\$ 846,598	\$ 1,476,121	\$ 391,344	0.86%
Assessment Center	\$ 1,705,526	\$ 2,860,897	\$ 4,988,235	\$ 1,322,463	2.92%
Background Checks	\$ 3,664,122	\$ 6,146,303	\$ 10,716,640	\$ 2,841,157	6.26%
Total:	\$ 5,369,648	\$ 9,007,200	\$ 15,704,875	\$ 4,163,620	9.18%
Training					
Travel to Training	\$ 378,525	\$ 976,955	\$ 2,028,595	\$ 2,223,457	
Orientation Training	\$ 2,945,141	\$ 4,507,552	\$ 7,567,309	\$ 1,129,408	4.58%
Annual Training	\$ -	\$ 1,700,835	\$ 4,112,150	\$ 8,151,385	1.77%
Leadership Training	\$ -	\$ 44,558	\$ 117,883	\$ 239,598	0.05%
Distance Learning	\$ 35,000	\$ 89,900	\$ 177,400	\$ 177,400	0.09%
Total:	\$ 3,358,666	\$ 7,319,800	\$ 14,003,338	\$ 11,921,248	7.53%
Equipping					
Fully Armored Vehicle Package	\$ 32,834,181	\$ 28,220,000	\$ 48,963,380	\$ -	33.57%
Lightly Armored Vehicle Package	\$ 3,030,202	\$ 19,311,858	\$ 30,171,690	\$ -	16.02%
Electronic Equipment Package	\$ 2,137,394	\$ 3,575,405	\$ 5,853,499	\$ -	3.53%
Personal Equipment Package	\$ 3,031,805	\$ 4,898,271	\$ 8,041,105	\$ -	4.87%
Individual Weapons Kit	\$ 2,134,699	\$ 1,834,710	\$ 3,183,331	\$ -	2.18%
Equipment Inflation / Overhead	\$ 4,013,808	\$ 3,852,839	\$ 6,604,131	\$ -	4.42%
Storage	\$ 269,973	\$ 656,136	\$ 1,295,337	\$ 1,295,337	0.68%
Total:	\$ 47,452,062	\$ 62,349,219	\$ 104,112,473	\$ 1,295,337	65.27%
Administrative Staff					
Government and Contractor Staff:	\$ 9,369,938	\$ 10,479,084	\$ 11,715,378	\$ 5,821,616	9.63%
Infrastructure / Admin Resources:	\$ 757,050	\$ 857,605	\$ 1,095,376	\$ 797,423	0.83%
Total:	\$ 10,126,988	\$ 11,336,689	\$ 12,810,754	\$ 6,619,039	10.46%
Total Budget:	\$ 70,594,608	\$ 97,170,310	\$ 159,994,480	\$ 33,491,954	100.00%
Budget per Reservist:	\$ 100,849	\$ 54,044	\$ 45,094	\$ 9,440	



7.6 Courses of Action for the Expenditure of Limited Funding

As stated at the outset of this section, implementing BearingPoint's recommendations will cost significantly more than what was originally requested by S/CRS for the Civilian Reserve. The figures presented in table 7-8 greatly exceed the original budget submissions to fund the Civilian Reserve of \$25 million in 2007, \$45 million in 2008 and \$75 million in 2009. As discussed above, BearingPoint understands that additional funding could be available through Section 1207 of the FY2006 Defense Authorization Act. **If the CR is unable to obtain additional funding, the Program's scope will have to be scaled back.**

The number of reservists that can be acquired with current funding requisitions depends on which positions within the Reserve are staffed in the next three years. The figure on the following page presents two courses of action (COAs). **In COA 1, the Reserve continues to make the recruitment and creation of police forces a priority—consistent with what BearingPoint recommends in section 4, Human Resources Planning.** The reservists originally scheduled for enrollment in FY2007 are recruited through FY2008. Reservists scheduled for enrollment in FY2008 are, for the most part, not recruited until FY2009. Finally, the CR will only partially recruit the numbers recommended in FY2009. While BearingPoint recommends a total force of 3,586 by the end of FY2009, under COA 1, only 1,752 are enrolled; 1,039 are Constabulary or Civil Police.

Alternatively, the CR could pursue COA 2: prioritize the recruitment of functional specialists ahead of police forces. Police forces require additional equipment and training; therefore, the recruitment of a functional specialist is less expensive. Using this course of action, the CR could recruit 2,147 members by the end of FY2009—396 more than COA 1. However, only 192 of these members would be police officers.

Finally, the CR could pursue a third course of action. **Under COA 3, the Civilian Reserve would recruit the full complement of reservists recommended by BearingPoint. However, the Reserve would delay equipment purchases until FY2009.** There would only be enough funding left in FY2009 to equip between 260 and 440 reservists – depending on the mix of competencies between policing and non-policing specialists. As stated earlier in this section, reservists are only considered deployable when fully equipped. **COA 3 would significantly under-perform COAs 1 and 2 when measuring the Reserve's ability to support post-conflict scenarios.**

BearingPoint spoke to an enormous number of organizations and SMEs throughout the U.S. Government, private industry, and international organizations during the development of this Management Study. While far from universally accepted, the experts' predominate view was that security and the rule of law had to form the foundation for the CR's development. **BearingPoint agrees and recommends COA 1.** While the Reserve could grow more rapidly under COA 2, BearingPoint believes that the Reserve's effectiveness and value in a post-conflict scenario would be adversely affected by the lack of security.



Table 7-8. Alternative Courses of Action

Program Create, Sustain & Manage Budget - Alternative Scenarios								
	Course of Action 1 Recommended Ratios			Course of Action 2 Reprioritize Recruitment				
	2007	2008	2009	2007	2008	2009		
Personnel Compensation								
Operational Control	\$ 64,471	\$ 484,282	\$ 731,712	\$ 411,355	\$ 1,041,704	\$ 1,730,366		
Rule of Law - Police	\$ 823,030	\$ 1,864,449	\$ 3,564,482	\$ -	\$ -	\$ 814,858		
Rule of Law - Courts	\$ 57,407	\$ 230,268	\$ 511,356	\$ 278,219	\$ 685,729	\$ 1,156,979		
Essential Services & Infrastructure	\$ -	\$ 364,392	\$ 898,062	\$ 531,798	\$ 1,214,041	\$ 2,064,759		
Government Institutions	\$ -	\$ -	\$ 307,556	\$ 182,108	\$ 418,639	\$ 690,823		
Leadership Development	\$ -	\$ -	\$ 23,718	\$ 14,904	\$ 35,674	\$ 56,282		
Political and Economic Transition	\$ -	\$ -	\$ 301,733	\$ 162,522	\$ 347,150	\$ 621,325		
Total:	\$ 944,908	\$ 2,943,391	\$ 6,338,618	\$ 1,580,906	\$ 3,742,936	\$ 7,135,391		
Recruiting / Marketing								
Recruiter Travel / Events	\$ 474,268	\$ 700,939	\$ 1,011,060	\$ 474,268	\$ 700,939	\$ 1,011,060		
Advertising / Marketing	\$ 894,555	\$ 475,125	\$ 605,184	\$ 933,315	\$ 506,586	\$ 629,828		
USAJobs	\$ 21,432	\$ 46,488	\$ 81,466	\$ 32,672	\$ 55,612	\$ 88,613		
Incentives	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		
Total:	1390254.513	1222551.415	1697710.019	1440255.155	1263137.056	1729501.091		
Screening / Enrolling								
Entrance Exam	\$ 172,439	\$ 374,040	\$ 655,474	\$ 262,880	\$ 447,451	\$ 712,977		
Assessment Center	\$ 582,721	\$ 1,263,989	\$ 2,215,034	\$ 888,345	\$ 1,512,065	\$ 2,409,353		
Background Checks	\$ 1,394,171	\$ 3,024,115	\$ 5,299,506	\$ 2,125,382	\$ 3,617,641	\$ 5,764,420		
Total:	1976891.875	4288104.352	7514539.936	3013726.891	5129705.818	8173773.405		
Training								
Travel to Training	\$ 129,329	\$ 395,530	\$ 863,712	\$ 197,160	\$ 513,585	\$ 1,020,566		
Orientation Training	\$ 1,025,262	\$ 2,242,530	\$ 3,725,325	\$ 1,617,924	\$ 2,710,939	\$ 4,374,432		
Annual Training	\$ -	\$ 979,423	\$ 2,940,747	\$ -	\$ 1,269,685	\$ 3,279,929		
Leadership Training	\$ -	\$ 15,086	\$ 47,796	\$ -	\$ 23,807	\$ 61,499		
Distance Learning	11958.33333	36424.32006	75628.42105	18230.20833	47262.5	89141.61173		
Total:	1166549.708	3668993.86	7653208.514	1833313.911	4565278.166	8825568.075		
Equipping								
Fully Armored Vehicle Package	\$ 11,198,413	\$ 13,550,079	\$ 22,203,653	\$ -	\$ -	\$ 11,063,315		
Lightly Armored Vehicle Package	\$ 978,503	\$ 8,127,886	\$ 13,126,862	\$ 11,805,163	\$ 18,336,512	\$ 21,866,941		
Electronic Equipment Package	\$ 723,241	\$ 1,597,633	\$ 2,596,674	\$ 1,222,717	\$ 1,899,200	\$ 2,880,992		
Personal Equipment Package	\$ 1,026,483	\$ 2,194,854	\$ 3,570,251	\$ 1,619,850	\$ 2,516,052	\$ 3,881,934		
Individual Weapons Kit	\$ 728,060	\$ 880,952	\$ 1,443,560	\$ -	\$ -	\$ 719,276		
Equipment Inflation / Overhead	\$ 1,367,620	\$ 1,822,352	\$ 2,981,414	\$ 284,257	\$ 441,525	\$ 1,854,552		
Storage	\$ 91,570	\$ 266,427	\$ 551,167	\$ 108,825	\$ 277,858	\$ 561,014		
Total:	16113888.07	28440183.31	46473579.64	15040811.85	23471146.63	42828023.47		
Administrative Staff								
Government and Contractor Staff:	\$ 3,142,479	\$ 4,102,964	\$ 4,866,220	\$ 2,067,221	\$ 6,107,172	\$ 5,805,857		
Infrastructure / Admin Resources:	\$ 245,140	\$ 333,812	\$ 450,067	\$ 165,521	\$ 545,348	\$ 501,886		
Total:	\$ 3,387,619	\$ 4,436,776	\$ 5,316,287	\$ 2,232,742	\$ 6,652,520	\$ 6,307,743		
Total Budget:	\$ 24,980,111	\$ 45,000,000	\$ 74,993,943	\$ 25,141,756	\$ 44,824,724	\$ 75,000,000		
Budget per Reservist:	\$ 104,446	\$ 61,772	\$ 49,581	\$ 68,956	\$ 47,421	\$ 42,068		
Police Reservists Added:	206	242	591	-	-	192		
Functional Specialists Added:	33	247	432	365	581	1,010		
Number of New Reservists:	239	489	1,023	365	581	1,202		
Total Police on Roster:	206	448	1,039	-	-	192		
Functional Specialists Added:	33	280	713	365	945	1,956		
Total Reservists on Roster:	239	728	1,752	365	945	2,147		



7.7 Deploy Budget Assumptions

When members of the CR are activated for deployment, program costs will rise significantly. These costs can be divided into five major areas: Reservist Compensation, Training, Equipment, Logistics/Life Support, and Supplemental Program Management Support. The assumptions listed in the following paragraphs are for a base deployment scenario. Depending on the situation (location, level of danger, equipment requirements, availability of life-support services), these costs will vary greatly. BearingPoint assesses the base case as well as two other deploy scenarios in section 7.8.

7.7.1 Reservist Compensation

When deployed, reservists will be paid according to the banded pay scale discussed earlier. However, deployed reservists likely will be working 12 hours a day, 6 days a week and will be eligible for overtime pay (within the rules specified by 5 U.S.C. 3161). Deployed reservists also will be eligible to receive pay differential payments for danger and hardship of 50 percent per year. While in a deployment status, reservists will receive the full Federal Government benefits package as the Government will offer full insurance and health care benefits. The fringe cost factor will rise to 32.85 percent [*Source: section 4, "Human Resources Planning"*].

7.7.2 Training

Reservists activated for deployment will receive 10 days of situational-specific training prior to deployment. During pre-deployment training, reservists will receive the same level of compensation, on a per-day basis, as during orientation and annual training. Transportation costs will be \$250 per reservist. Training will cost, on average, \$420 per day per reservist [*Source: section 5, "Deployment Operations"*].

7.7.3 Equipment Maintenance

The vast majority of CR equipment will be purchased prior to an activation and deployment. However, the equipment will need to be operated and maintained in the field. BearingPoint assumes that the required operation and maintenance costs will be 20 percent per year of the total value of the equipment. This 20 percent will pay for fuel, maintenance workers, subscriptions, services, and replacement parts and associated shipping costs. Additionally, BearingPoint assumes that the use of equipment in austere conditions will greatly lower the equipment's lifecycle; BearingPoint assumes 33 percent of equipment will need to be replaced or retrofitted upon redeployment [*Source: Section 5, "Deployment Operations"*].

7.7.4 Logistics and Life Support

Deployment. The CR will incur significant costs to ship personnel and equipment to and from a deployment location; these costs will vary greatly depending on the location of a deployment—distance from the United States and access to ports and other transportation infrastructure will drive costs. BearingPoint assumes that each reservist will incur \$8,000 in transportation costs over a year-long deployment. This will account for one mid-tour trip back to the United States. Based on experiences shipping vehicles to Iraq and the need for equipment to be shipped both to and from the deployment location, BearingPoint assumes that equipment shipping costs will be \$90,000 per vehicle. *Source: section 5, "Deployment Operations"*.

Life Support. While deployed, Civilian Reservists will require housing, food, security, and interpreters. For the most part, these costs are based on DoS experiences in Iraq. BearingPoint assumes that, on a per-reservist per-day basis, housing will cost \$90, food will cost \$35 and interpreters will cost \$60. Contracted security will be required for the non-police Civilian Reservists at a cost of \$630 per day per reservist. Police reservists will need minimal security support from local national sources at a cost of \$30 per reservist per day [*Sources: section 5, "Deployment Operations"*].



7.7.5 Program Management/Supplemental Administrative Support

As described in the Administrative Planning section, the Civilian Reserve Headquarters will need to ramp-up staffing to manage deployments. A “medium”-sized deployment of approximately 890 reservists will require an additional 23 FTEs. Given the short lead time to staff the positions and their temporary nature, we assume that all 23 FTEs will be contractor employees acquired at the same rates as listed in CR Headquarters section [Source: section 6, “Administrative Planning”].

7.8 Deployment Budget Scenarios

There are a number of variables that significantly impact the cost to deploy the CR to a post-conflict scenario. Table 7.9 details critical assumptions and resulting costs under three different scenarios. The three scenarios represent what BearingPoint believes to be a fairly comprehensive range of possibilities. Scenario 1 is the details a deployment to a geographically proximate area to the United States requiring less external security and a slower operations tempo. Scenario 2 is the base case described in the assumptions above. Scenario 3 simulates a deployment to a hard-to-reach area requiring significant investment in security and a high operational tempo. In all three scenarios, BearingPoint assumes the deployment of 25 percent of the CR roster (approximately 890 personnel) for 365 days.

Over a year-long deployment, the Government could expect costs to range between \$300 million and \$500 million; **the cost to maintain one reservist in the field could range from \$950 per day to \$1,600 per day. Given this very broad range in possible costs, BearingPoint recommends that the Civilian Reserve invest a significant level of effort to plan for possible contingencies in advance to ensure that forecasted budget requirements are in line with operations expectations.**

BearingPoint has provided S/CRS a budget model in Microsoft Excel format that will allow DoS to test sensitivities and adjust assumptions to fit countless other scenarios.

Table 7.9. Deployment Budget Scenarios

Deployment Budget			
Critical Assumptions	Scenario 1	Scenario 2	Scenario 3
Length of Deployment (Days)	365	365	365
Deployed Pay Differential	35%	50%	70%
% of Equip. Replaced After Deployment	20%	33%	50%
Equip. O&M Cost as % of Value	20%	33%	50%
Shipping Cost per Vehicle	\$ 70,000	\$ 90,000	\$ 110,000
Transportation Cost per Reservist	\$ 2,000	\$ 4,000	\$ 8,000
Security / Pers / Day (Non-Police)	\$ 330	\$ 640	\$ 950
Total Number Personnel Deployed	887	887	887
Costs	Scenario 1	Scenario 2	Scenario 3
Personnel	\$ 160,282,197	\$ 170,155,877	\$ 183,320,783
Training	\$ 7,678,932	\$ 7,678,932	\$ 7,678,932
Equipment	\$ 9,859,740	\$ 16,268,570	\$ 24,649,349
Logistics	\$ 119,610,125	\$ 204,196,068	\$ 292,063,911
Administrative / Program Mgmt	\$ 4,692,800	\$ 4,692,800	\$ 4,692,800
Total Cost:	\$ 302,123,794	\$ 402,992,248	\$ 512,405,776
Cost Per Deployed Reservist:	\$ 340,613	\$ 454,332	\$ 577,684
Cost per Reservist per Day:	\$ 933	\$ 1,245	\$ 1,583



7.9 Conclusion

BearingPoint has recommended the development of a well-screened, well-trained, and well-equipped Civilian Reserve that the U.S. Government can deploy to post-conflict scenarios with little lead time. The creation, sustainment, management, and deployment of this force will require significant financial investment.

BearingPoint recommends that DoS maintain the integrity of the screening, training, and equipping tasks by ensuring that funds directed towards the Reserve's creation and management are not redirected to support deployment operations. Furthermore, BearingPoint recommends immediate efforts to locate within the Federal Government additional funding to supplement the existing FY2007 request for \$25 million. A limit of \$25 million will severely constrain the Civilian Reserve's ability to grow. If the \$25 million is not supplemented, BearingPoint has recommended that the CR maintain its focus on developing police and rule-of-law capabilities first.

The deployment of a significant fraction of the CR will cost significantly more than will the creation and management of the Reserve. Significant resources and sophisticated planning will be necessary to ensure that the Reserve is ready to fulfill these missions. BearingPoint recommends that planning for the eventual deployment of the Reserve runs parallel with the force's creation and growth.



8. LEGISLATIVE REQUIREMENTS



8. Legislative Requirements for Establishing and Managing a Civilian Reserve

8.1 Background and Purpose

8.1.1 Background

The legal and regulatory workstream was tasked with conducting a comprehensive examination of existing law, State Department policy, and proposed legislation to determine if legal precedent exists for governing each aspect of the Civilian Reserve (CR) as defined by the four other workstreams (Administrative Planning, Human Resources Planning, Deployment Operations, and Budget Planning) in this report.

The legal and regulatory workstream examined existing law to assess possibilities under current models and to determine if new legislation will be recommended for the purposes of the CR. The findings and recommendations presented here are the result of extensive legal and policy research.

8.1.2 Purpose

This section focuses on the legislative implications involved in the design, establishment, and success of the CR.

The CR is an original concept and contains unique and uncommon characteristics and responsibilities that have not been attempted outside the realm of the uniformed services. Recommended legislative changes and language are provided in areas that are deemed outside existing legal flexibilities.

The final recommendations of the four workstreams, which delimit the legal implications, will form the basis of possible legislative requirements. Final legislative recommendations take into account relevance and gaps in existing law and recently attempted legislation.

8.2 Assumptions and Scope

The following assumptions guide the legislative recommendations:

- The CR is not a temporary organization and does not intend to create subsidiary quasi-temporary organizations to manage specific post-conflict scenarios (PCSs).
- Legislative requirements and ideal recommendations are presented based on coordination with other workstreams.
- As the requirements of the CR become more comprehensive, the greater the need for changing existing law. Depending on the requirements, possible modifications to the law may range from adjusting Office of Personnel Management (OPM) rules without congressional approval to comprehensive legislative change vis-à-vis authorization legislation.
- Short of enacting new legislation, S/CRS could meet some of the Civilian Reserve's special needs; however, it would be a short term patchwork of fixes and would not amount to what we conceive to be a Civilian Reserve.



8.3 Organization of Section

The remaining sections of this document are organized as follows:

- **Section 8.4, Creation of S/CRS**, briefly explains the legislative history behind the establishment of the Office of the Coordinator for Reconstruction and Stabilization (S/CRS).
- **Section 8.5, Compilation of Existing Legislative Attempts Relevant to Establishing and Managing a Civilian Reserve**, identifies and examines unenacted legislation related to S/CRS and the CR.
- **Section 8.6, Comprehensive Management Study Recommendations with Legislative Implications**, identifies the major recommendations from this study which have legislative needs to implement.
- **Section 8.7, High-Level Recommendations**, discusses options within existing authorities, non-legislative alternatives, and BearingPoint's strategic legislative goals.
- **Section 8.8, Detailed Legislative Requirements**, describes BearingPoint's specific legislative requirements, as well as optional legislation.
- **Section 8.9, New Legislation Considerations**, outlines potential support and pushback for the CR.
- **Section 8.10, Conclusion**



8.4 Creation of S/CRS

Congress established the Office of the Coordinator for Reconstruction and Stabilization within the Department of State in Section 408 of H.R.4818, FY2005 Consolidated Appropriations (P.L. 108-447). P.L. 108-447 indicates that this establishment of S/CRS will be later codified in 22 U.S.C. § 2651a note.

The establishment and functions of S/CRS are clearly listed in P.L. 108-447:

Consolidated Appropriations Act, 2005 Public Law 108-447, Sec. 408

There is established within the Department of State the Office of the Coordinator for Reconstruction and Stabilization: *Provided*, That the head of the Office shall be the Coordinator for Reconstruction and Stabilization, who shall report directly to the Secretary of State: *Provided further*, That the functions of the Office of the Coordinator for Reconstruction and Stabilization shall include—

- cataloguing and monitoring the non-military resources and capabilities of Executive agencies (as that term is defined in section 105 of title 5, United States Code), State and local governments, and entities in the private and non-profit sectors that are available to address crises in countries or regions that are in, or are in transition from, conflict or civil strife;
 - monitoring political and economic instability worldwide to anticipate the need for mobilizing United States and international assistance for countries or regions described in paragraph (1);
 - assessing crises in countries or regions described in paragraph (1) and determining the appropriate non-military United States, including but not limited to demobilization, policing, human rights monitoring, and public information efforts;
 - planning for response efforts under paragraph (3);
 - coordinating with relevant Executive agencies the development of interagency contingency plans for such response efforts; and
 - coordinating the training of civilian personnel to perform stabilization and reconstruction activities in response to crises in such countries or regions described in paragraph (1).
-



8.5 Compilation of Existing Legislative Attempts Relevant to Establishing and Managing a Civilian Reserve

This section analyzes legislative attempts relevant to the recommendations of the other workstreams and S/CRS.

Analysis of Existing Legislation

Several legislative attempts have been proffered by different legislators. An overview of unenacted legislation relevant to S/CRS is provided in table 8-1.

Table 8-1. Pending Legislation Relevant to S/CRS

Legislation	Sponsors	Title/Purpose	Latest Action
S.600	Sen. Richard Lugar	Reconstruction and Stabilization Civilian Management Act of 2005 (within Foreign Affairs Authorization Act, Fiscal Years 2006 and 2007)	3/10/2005 Introduced in Senate
S. (To be determined)	Sen. Richard Lugar Sen. Joseph Biden Sen. Chuck Hagel	Reconstruction and Stabilization Civilian Management Act of 2006	Not yet introduced
S.209	Sen. Richard Lugar Sen. Joseph Biden Sen. Chuck Hagel	Stabilization and Reconstruction Civilian Management Act of 2005	1/31/2005 Referred to the Committee on Foreign Relations
H.R.2601	Rep. Chris Smith Rep. Donald Payne	Foreign Relations Authorization Act, Fiscal Years 2006 and 2007	7/20/2005 Passed in House 7/22/2005 Received in Senate
H.R.1361	Rep. David Dreier Rep. Thelma Drake	International Security Enhancement Act of 2005	3/17/2005 Referred to the House Committee on International Relations
S.2600	Sen. John Warner Sen. Hillary Clinton	A bill to equalize authorities to provide allowances, benefits, and gratuities to civilian personnel in Iraq and Afghanistan	4/7/2006 Referred to Committee on Armed Services

8.5.1 S.600, Reconstruction and Stabilization Civilian Management Act of 2005 (Title VII of Foreign Affairs Authorization Act, FY06 and FY07)

S.600 is an authorization bill for foreign relations and for the conduct of foreign affairs (Foreign Affairs Authorization Act, Fiscal Years 2006 and 2007). Title VII of S.600, which may be cited as the “Reconstruction and Stabilization Civilian Management Act of 2005,” is of particular importance to S/CRS.

Title VII, Reconstruction and Stabilization, proposes amendments to the Foreign Assistance Act of 1961 (22 U.S.C. § 2351 et seq.), the State Department Basic Authorities Act of 1956 (22 U.S.C. § 2651 et seq.), and the Foreign Service Act of 1980 (22 U.S.C. § 4021).



S.600 proposes many issues specific to the mission and goals of S/CRS and the CR, as summarized in table 8-2.

Table 8-2. S.600 Issues that are Specific to S/CRS and the CR

Analysis of S.600 Title VII: Reconstruction and Stabilization “Reconstruction and Stabilization Civilian Management Act of 2005”	
Section	Provision
702	States that the purpose of this Act is to provide for the development, as a core mission of the Department and USAID, of an expert civilian response capability to carry out stabilization and reconstruction activities in a country or region that is in, or is in transition from, conflict or civil strife.
704	Expresses the sense of Congress respecting specified steps to improve stabilization and reconstruction activities.
705	Amends the Foreign Assistance Act of 1961 to authorize the President to furnish assistance and permit the export of goods and services to assist in stabilizing and reconstructing a country or region that is in, or is in transition from, conflict or civil strife. Authorizes: (1) \$100 million for such assistance; and (2) appropriations as necessary to replenish such initial authorization.
706	Amends the State Department Basic Authorities Act of 1956 to direct the Secretary to establish within the Department an Office of the Coordinator for Reconstruction and Stabilization, to be headed by a Coordinator. Sets forth Office functions, including: (1) monitoring political and economic instability and planning for stabilization and reconstruction responses; (2) developing interagency coordination; (3) identifying appropriate State, local, and private sector personnel; and (4) coordinating joint military-civilian planning.
707	Authorizes: (1) the Secretary, in consultation with the Administrator of USAID, to establish a Response Readiness Corps (up to 250 personnel to serve in the Corps, and such other personnel as the Secretary may designate from the Department and USAID) to provide stabilization and reconstruction activities in foreign countries or regions that are in, or are in transition from, conflict or civil strife; and (2) the Secretary to establish a Response Readiness Reserve of Federal and non-Federal personnel to augment the Corps. Directs the Secretary to report on efforts to establish the Response Readiness Corps and the Response Readiness Reserve.
708	Amends the Foreign Service Act of 1980 to authorize the Secretary, in cooperation with the Secretary of Defense and the Secretary of the Army, to establish a stabilization and reconstruction curriculum for use in programs of the Foreign Service Institute, the National Defense University, and the United States Army War College.
709	States that service in stabilization and reconstruction operations overseas, membership in the Response Readiness Corps, and education and training in the stabilization and reconstruction curriculum should be considered among the favorable factors for promotion of employees of executive agencies. Authorizes the creation of incentives and benefits to recognize and reward participants.
710	Sets forth personnel provisions.
711	Authorizes FY2006-FY2007 appropriations for personnel, education and training, equipment, and travel costs.

* Source: Congressional Research Service Summary



Generally, S.600 would:

- Create a statutory basis for S/CRS and its functions and provide the Senate with power over the appointment of the S/CRS head
- Provide authority and funding for the creation of a Readiness Response Corps of active duty government personnel and contractors
- Provide broad authority for conducting post-conflict response operations
- Provide authority for the establishment of an emergency fund to conduct such operations

(Nina M. Serafino & Martin A. Weiss, “Peacekeeping and Conflict Transitions: Background and Congressional Action on Civilian Capabilities,” Congressional Research Service Report for Congress, January 26, 2006)

To fully appreciate the provisions set forth in S.600, table 8-3 presents an interpreted crosswalk of response phase terminology between S.600 and the S/CRS proposed design.

Table 8-3. Response Phase Terminology for S.600 and S/CRS Proposed Design

Analysis of S.600 Title VII: Reconstruction and Stabilization “Reconstruction and Stabilization Civilian Management Act of 2005”	
S.600	S/CRS Design
<ul style="list-style-type: none"> ▪ Response Readiness Corps ▪ Active Duty 	<ul style="list-style-type: none"> ▪ Active Response Corps (and other agency equivalents)
<ul style="list-style-type: none"> ▪ Response Readiness Corps ▪ Reserve Federal 	<ul style="list-style-type: none"> ▪ Standby Response Corps (and other agency equivalents)
<ul style="list-style-type: none"> ▪ Response Readiness Corps ▪ Reserve Non-Federal 	<ul style="list-style-type: none"> ▪ Civilian Reserve*

* S/CRS has not precluded existing Federal employees from membership in the Civilian Reserve.

8.5.2 Reconstruction and Stabilization Civilian Management Act of 2006

BearingPoint reviewed a draft version of the Reconstruction and Stabilization Civilian Management Act of 2006, which has not yet been introduced in the Senate. There are many similarities between this bill and the Reconstruction and Stabilization Civilian Management Act of 2005 (S.600 discussed above), but the differences between these two bills include several notable features.

The new bill-

- decreases the initial authorization without fiscal year limitation from \$100 million to \$75 million
- establishes the availability of \$25 million (of the \$75 million) for the “Response Readiness Corps” for FY07
- increases the authorization of appropriations for the next fiscal year from \$24 million to \$80 million
- adds the term “at risk of” to the following statement throughout the bill- in support of stabilization and reconstruction activities in foreign countries or regions that are at risk of, in, or are in transition from, conflict or civil strife



- removes part of the reporting back to Congress requirement. S.600 includes an additional reporting requirement “related to the regulation and structure of the Response Readiness Corps, including with respect to pay and employment security for, and benefit and retirement matters related to, such individuals.”
- eliminates the 100 personal service contractors limitation
- authorizes “the head of another executive agency as authorized by the Secretary” (in addition to the Secretary of State) to extend certain Foreign Service benefits to specified individuals.
- modifies the proposed dual compensation waiver to authorize the Secretary of State (or the authorized head of another executive agency) to waive Civil Service annuity limitations for annuitants involved with stabilization and reconstruction activities. S.600 includes a dual compensation waiver, but only for Foreign Service annuitants on a temporary basis.
- introduces a discretionary increase in the premium pay cap for specified employees up to Executive Schedule level II annually

8.5.3 S.209, Stabilization and Reconstruction Civilian Management Act of 2005

The purpose of the Stabilization and Reconstruction Civilian Management Act of 2005 is to provide for the development, as a core mission of the Department of State and the United States Agency for International Development (USAID), of an expert civilian response capability to carry out stabilization and reconstruction activities in a country or region that is in, or is in transition from, conflict or civil strife.

- S.209 would amend the Foreign Assistance Act of 1961 to authorize the President to furnish assistance and permit the export of goods and services to assist in stabilizing and reconstructing a country or region that is in, or is in transition from, conflict or civil strife.
- S.209 would amend the State Department Basic Authorities Act of 1956 to direct the Secretary of State to establish within the Department an Office of International Stabilization and Reconstruction.

S.209 includes language for a Response Readiness Reserve of at least 500 personnel, to include retired employees, contractors, NGO personnel, and state and local personnel with the capacity and skills necessary to carry out stabilization and reconstruction activities. Members of the Response Readiness Reserve would be available to respond to a crisis under section 618 of the Foreign Assistance Act of 1961 or for assignment in the United States and U.S. diplomatic and USAID missions.

The Response Readiness Corps would be authorized to employ full-time personnel for their needs, and they would be in addition to other full-time personnel of the Department of State or USAID.

This bill provides that the Secretary and the Administrator may establish and administer a system of awards and other incentives and benefits to confer appropriate recognition on and reward any individual who is assigned, detailed, or deployed to carry out stabilization or reconstruction activities in accordance with this Act.



8.5.4 H.R.2601, Foreign Relations Authorization Act, Fiscal Years 2006 and 2007

H.R.2601 is the Foreign Relations Authorization Act for Fiscal Years 2006 and 2007.

Of specific interest to S/CRS, Sec. 216 authorizes the Secretary of State in consultation with the Administrator of USAID to establish:

- (1) An Active Response Corps of Federal civilian and non-Federal employees to support stabilization and reconstruction activities in foreign countries or regions that are in, are in transition from, or are likely to enter into, conflict or civil strife; and
- (2) A reserve component to augment the Corps.

The reserve component proposed in H.R.2601 could include Federal employees from state, USAID, other executive agencies, and the legislative and judicial branches. The Secretary of State would also be able to employ contractors, NGO personnel, and state and local government employees in the Reserve component.

8.5.5 H.R.1361, International Security Enhancement Act of 2005

H.R.1361, known as the International Security Enhancement Act of 2005, proposes to amend the Foreign Assistance Act of 1961 to authorize the President to provide assistance for stabilization and reconstruction operations in a country or region likely to enter into conflict or civil strife in addition to countries emerging from conflict.

H.R.1361 would amend the State Department Basic Authorities Act of 1956 to establish within the Department of State an Office of the Coordinator for Stabilization and Reconstruction, which shall:

- (1) Be headed by the Coordinator for Stabilization and Reconstruction, who has the rank ambassador-at-large;
- (2) Have primary responsibility for planning and administering stabilization and reconstruction operations in a country or region that is in, or is in transition from, or is likely to enter into, conflict or civil strife; and
- (3) Coordinate stabilization and reconstruction operations with the Department of Defense (DoD) and the Intelligence Community.

This bill would establish an International Stabilization and Reconstruction Training Center within the Foreign Service Institute to provide interagency training.

The Coordinator would have the authority to establish and deploy:

- (1) A Stabilization and Reconstruction Corps of up to 250 persons; and
- (2) A Stabilization and Reconstruction Reserve of volunteers.

The Reserve could include Federal employees, retired military servicemembers, members of academia, NGOs, and others as necessary and appropriate. A member of the Reserve may not be deployed to a country or region that is in, is in transition from, or is likely to enter into, conflict or civil strife for more than 365 days during any 2-year period. Reservists are paid at the appropriate salary class and granted the same benefits as the Foreign Service. Reserve volunteers are granted Uniformed Services Employment and Reemployment Rights Act (USERRA) reemployment rights.



S/CRS can supplement its deployment force with unpaid volunteers, experts, contractors, and detailees from other agencies.

H.R.1361 would establish the Department of State Stabilization and Reconstruction Operations Support Fund and would authorize the President to provide fund amounts to S/CRS for a country of impending or immediate risk.

8.5.6 S.2600, A Bill to Equalize Authorities to Provide Allowances, Benefits, and Gratuities to Civilian Personnel in Iraq and Afghanistan

S.2600 was introduced in the Senate in April 2006 by Senator Warner. S.2600 proposes “to equalize authorities to provide allowances, benefits, and gratuities to civilian personnel in Iraq and Afghanistan.” S.2600 would give the head of an agency that has employees assigned or detailed to duties in Iraq or Afghanistan the discretion to grant the same allowances, benefits, and gratuities that the Foreign Service offers.

While S.2600 proposes to increase benefits to those Federal employees deployed in Iraq and Afghanistan, S.2600 does not, however, specifically address S/CRS.



8.5.7 Budget

Congress requested that the State Department provide the appropriations committees “with a comprehensive, disciplined and coherent strategy detailing how the Office of the Coordinator for Reconstruction and Stabilization will coordinate United States Government-wide efforts to respond to international post-conflict contingencies” (H.Rept. 109-265, Nov. 2, 2005).

The Bush Administration budget requests for FY2005 supplemental, FY2006, and FY2007, included funding provisions for S/CRS. The FY2007 request explains the purpose for a Conflict Response Fund and the intention to strengthen S/CRS:

The Budget proposes funding for a Conflict Response Fund to build the civilian response capabilities of the United States, including establishment of a civilian reserve component that can quickly provide needed expertise to rebuild the institutions of government in post-conflict or failed-state situations...This proposed new account will enable the Secretary of State to respond quickly and effectively to stabilize and begin reconstruction efforts in foreign countries or regions affected by conflict or civil strife. This appropriation will provide resources that can be drawn upon immediately to address a range of needs including support for transitional security, rule of law, reconstruction requirements, humanitarian activities, economic assistance programs, and assistance to restore effective governance.

The S/CRS and CR funding requests identified to date are summarized in table 8-4.

Table 8-4. S/CRS and CR Funding Requests

Amount Requested (or appropriated if noted)	Source
\$17.2 million	Bush Administration FY2005 Supplemental budget request
\$7.7 million (actual amount appropriated)	FY2005 Emergency Supplemental Appropriations for Defense, the Global War on Terror, and Tsunami Relief Act (H.R.1268, P.L. 109-13)
\$24.1 million; \$100 million Conflict Response Fund	Bush Administration FY2006 budget request
\$24 million; \$100 million Conflict Response Fund	Foreign Affairs Authorization Act, Fiscal Years 2006 and 2007 (S.600)
\$100 million available through transfer authority	National Defense Authorization Act for FY2006 (H.R.1815 Sec. 1207, P.L. 109-163)
\$75 million Conflict Response Fund	Bush Administration FY2007 budget request
\$75 million Conflict Response Fund; \$25 million of this \$75 million for the CR	State FY2007 Foreign Operations Appropriations budget request
\$20.1 million R&S management	FY2007 State Operations Appropriations request

The Budget section of this study provides detailed budget planning analysis for the CR. A comprehensive legislative package should take into consideration this analysis.

BearingPoint’s budget recommendations call for restricting some portion of the funds appropriated to S/CRS for a build and sustain program. This could be accomplished by funding the CR Headquarters from the State Operations appropriations and requesting a reserve fund, such as the Conflict Response Fund, which can rapidly be used to pay for actual deployments.



8.6 Comprehensive Management Study Recommendations with Legislative Implications

The following recommendations are derived from the four other study sections and may require new legislation.

Recommendations with Legislative Implications

The CR should be able to hire, deploy, and compensate members from the following resource pools:

- Current U.S. Government (USG) employees
- State and local government employees
- Applicants who have recently applied to other Department of State (DoS) positions that call for deployment
- Private-sector employees
- Nonprofit/International development non-governmental organization (NGO) employees
- Recent retirees
- Former military personnel
- Graduate students with an international focus
- Professionals in academia

CR members must be pre-processed and ready to deploy when called for duty.

S/CRS should implement a "State Department Civilian Reserve Entrance Exam" as an initial assessment tool.

Civilian Reservists must be USG employees to represent and conduct business on behalf of the USG and perform inherently governmental functions.

S/CRS should be granted the flexibility to utilize pay banding compensation, base starting salary on current pay to the extent possible, and employ differentials as a standard add-on to base compensation.

The benefits program should be made standard across all positions, including paid leave, paid holidays, overtime pay, and housing and food allowances.

S/CRS should have the ability to offer flexible incentives and bonuses as determined by Human Resources (HR).

Guaranteed reemployment rights are important to recruitment and the success of the program.

S/CRS should have training authority.

Properly positioning S/CRS to enable the coordination of interagency efforts will empower the CR.

Coordination with Congress to secure sufficient funding and funding streams will determine the structure and execution of the CR.



8.7 High-Level Recommendations

BearingPoint assessed the recommendations made throughout this study with respect to existing law and authorities. Presented below is a tiered approach to enabling the requirements of the CR, starting with the most basic mechanisms currently in existence and concluding with the creation of new legislation. This section aims to identify gaps in existing law that may prohibit critical aspects of the composition of the Reserve from being realized and to justify the need for new law.

8.7.1 Working with Existing Authorities

The best scenario for recruiting, hiring, and extending benefits to the CR is essentially dependent upon personnel authorities. As discussed in section 4.9.2, there is no panacea staffing authority to accommodate all the requirements of a successful CR. Every existing authority has some or many drawbacks that would significantly affect S/CRS' ability to recruit and manage the CR. For example, 5 U.S.C. § 3161 employees are limited to working for temporary organizations established by law or executive order for a specific period not in excess of three years. The appointment may be extended for an additional two years under regulations prescribed by the Office of Personnel Management.

S/CRS has no specific mechanism to guarantee employee availability when calling up reservists for mobilization and no method to guarantee re-employment rights to its private-sector recruits. Perhaps most importantly, no one existing mechanism allows S/CRS to recruit, bench, activate, compensate, and provide the necessary benefits to Federal employees intermittently.

Finally, existing mechanisms do not address the desire for a new class of employees who will potentially play such an important role for the USG. The prestige associated with a new Civilian Reservist employment classification would go a long way in recruitment and retention. (Please refer to the discussion of the inherent limitations of existing authorities in section 4.9.2.)

Other mechanisms do exist that would allow only some of S/CRS' needs to be met. These are explained below in section 8.7.2.

8.7.2 Other Existing Potential Staffing Mechanisms

The following represents a sample of some activities, which could be initiated under existing law, that would support the establishment of a Civilian Reserve but would sacrifice key features of our recommendations:

- Expand upon the Intergovernmental Personnel Act (IPA) and use state and local government employees
- Expand the use of detailees from other federal agencies with memoranda of understanding (MOU)
- Petition the Office of Personnel Management (OPM) for specific exceptions

8.7.2.1 Intergovernmental Personnel Act (5 U.S.C. §§ 3371-3376)

S/CRS could staff the CR with state and local government employees through the Intergovernmental Personnel Act (IPA), which is a mechanism used by Overseas Prosecutorial Development, Assistance and Training (OPDAT). OPDAT is managed by the Department of Justice and is largely funded by State Foreign Assistance monies. OPDAT uses IPA to deploy judges, prosecutors, and other legal experts overseas as temporary Federal Government employees. IPA assignments, which must be in writing, are management-driven between two organizations with the agreement of the employee and valid for up to two years (extensions are permitted for an additional two 5 CFR 334.104(a) . Cost-sharing arrangements



could be negotiated between State and the participating organizations. S/CRS may agree to pay all, some, or none of the costs associated with an assignment. Employment through an IPA agreement may be intermittent, part-time, or full-time. Reemployment rights are implicit in IPA agreements. At the end of the assignment, the employee must be allowed to resume the duties of his/her position or must be reassigned to another position of like pay and grade.

IPA was designed with the intent to provide mutually beneficial experiences for both organizations involved and satisfy a sound public purpose. IPA agreements were not intended to be driven by the interested individual. Further, the following classes are not eligible for IPA:

- Federal, state, or local government employees serving under noncareer, excepted service, noncompetitive, time-limited, temporary, or term appointments
- Elected Federal, state, or local government officials
- Members of the uniformed military services
- Students employed in research, graduate, or teaching assistant and similar temporary positions

There are several drawbacks if DoS relies exclusively on IPA. IPA does not easily allow S/CRS to provide the necessary overseas benefits, incentives, and compensation schemes identified in the HR recommendations. IPA limits the categories of potential employees and skill sets, and does not satisfy S/CRS' need to recruit experts from the private sector. Further, establishing individual agreements with every sourcing organization would be burdensome.

The limitations of IPA do not preclude State from accepting detailees from other Federal agencies. Proposed legislation could explicitly grant State this authority.

8.7.2.2 Memoranda of Understanding for Detailees

S/CRS could establish Memoranda of Understanding (MOU) with other Federal agencies and work with detailee relationships under existing law, but this alone does not address S/CRS' need to recruit state and local government employees, retirees, and private-sector employees. Relying on this mechanism leaves unanswered funding and reimbursement issues. Further, it does not address the lack of needed skills in the federal government, which largely prompted the decision to develop a Civilian Reserve.

8.7.2.3 Petitioning the Office of Personnel Management

S/CRS could seek an exception from the competitive civil service by executive order of the President or by successfully petitioning OPM. S/CRS could petition OPM for a new exception, which could be completed without new legislation. An excepted service designation would allow S/CRS more flexible hiring and benefits than the competitive service currently affords and may allow S/CRS to fulfill some of the CR program requirements, short of legislative change. However, an OPM-granted exception on the scale needed by the Civilian Reserve would be extraordinary. It would potentially trigger Congressional oversight and interfere with other Civil Service reform initiatives underway. An OPM exception that grants the Department of State the right to activate Reservists intermittently and provide benefits during domestic training and foreign mobilization would be unprecedented. Therefore, an OPM-granted exception does not offer a clear nor simple path to address S/CRS' identified needs.

Working with existing mechanisms will not completely address the most critical USG capability gaps in the areas of policing, public safety, transitional security, and rule of law. None of these options enables the USG to recruit all the necessary skill sets. Nor do they create a prestigious and reliable class of Reservists guaranteed the important rights and benefits which could only be acquired with newly enacted legislation.



8.7.3 Strategic Legislative Goals

New legislation potentially combines existing law from different titles and language from attempted legislation in one comprehensive act. A new act more appropriately meets the CR's needs than working within existing law. New legislation could establish the CR as an excepted service organization with the recommended benefits, privileges, and immunities granted to its members. A new reservist classification improves reliability, preparation, deployment speed, and accountability. It could also extend reemployment rights to Civilian Reservists.

The primary goals of new legislation are summarized in table 8-5.

Table 8-5. Primary Goals of New Legislation

Primary Goals of New Legislation	
Goal	Reasoning
Codify S/CRS and the CR as permanent bodies and define their leadership and functions	S/CRS was legislatively established in H.R.4818. Because it's codified by an appropriations bill and not an authorization law, S/CRS may be regarded as a "non-permanent" State Department component.
Define requirements and authority to order mobilization	Official language to define mobilization requirements will set guidelines and expectations.
Clearly define the role and status of the reservist	Creation of a new reservist classification within USG staffing authority.
Provide enough flexibility to accommodate HR recommendations	HR recommendations were made independently of most legal staffing authority limitations. These recommendations represent the goals for a highly effective CR arrangement.
Create permissive authorities to give State discretion in using them	State should have the authority to apply incentives and benefits as needed, based on the needs of recruitment and the contingencies that arise overseas.
Authorize sufficient funding for both S/CRS and the Civilian Reserve	The success and future of the Civilian Reserve concept are largely dependent on Congressional support and sufficient funding.

8.7.3.1 Establish Permanency

As described above, S/CRS was legislatively established by an appropriations act, H.R.4818. One example of Congress indicating its approval of the establishment of S/CRS is in a conference report related to the passing of H.R.4818:

The conferees support the Department's establishment of the Office of the Coordinator for Reconstruction and Stabilization, which shall serve as the central entity to plan and coordinate United States Government civilian activities in pre- and post-conflict environments, and to react to complex contingencies. The conferees understand that this office will improve operational response time in the areas of reconstruction, stabilization, and humanitarian assistance (H.Rept. 108-792).

When an appropriation act is made for a particular fiscal year, the presumption in the act is effective only for the fiscal year covered. Therefore, the provision contained in an annual appropriation act is not construed to be permanent legal authority "unless the language used therein or the nature of the provision makes it clear that Congress intended it to be permanent" ("Principles of Federal Appropriations Law," GAO-04-261SP, January 2004). This presumption is overcome if the provision uses language indicating future usage beyond the fiscal year, or if the provision bears no relation to the purpose of the appropriation provision. "The inclusion of a provision in the United States Code is relevant as an



indication of permanence but is not controlling” (“Principles of Federal Appropriations Law,” GAO-04-261SP, January 2004).

While the evidence of congressional intent may be arguable, there is an inherent disadvantage with an organization formalized by an appropriations act. Congressional Research Service explains, “Codification would also prevent the dismantling of the office without the legislative intent of Congress” (Nina M. Serafino & Martin A. Weiss, “Peacekeeping and Conflict Transitions: Background and Congressional Action on Civilian Capabilities,” Congressional Research Service Report for Congress, January 26, 2006). Thus, BearingPoint recommends a comprehensive legislative package with language codifying S/CRS by an authorization act.

8.7.3.2 Staffing Authority

Based on the fact that there is not one existing staffing authority that gives S/CRS all the flexibilities and protections to successfully build, sustain, and deploy a CR, BearingPoint recommends the creation of a staffing authority with enough flexibility to satisfy its complex needs. BearingPoint recommends the creation of a new Foreign Service employment classification within Title 22.

Amending Title 22, Foreign Relations and Intercourse, has several advantages. Since Civilian Reservists will primarily work overseas, presumably under the authority of S/CRS and the Chief of Mission, including them in Title 22 is reasonable. Incorporating Civilian Reservists in the Foreign Service would make them eligible for many of the Foreign Service’s special features, such as training at the Foreign Service Institute. In addition Congress established the Foreign Service with the objective of “enabling the Foreign Service to serve effectively the interests of the United States and to provide the highest caliber of representation in the conduct of foreign affairs” (22 U.S.C. § 3901). Historically, when the Foreign Service generalist corps has not offered the necessary skill sets for specific requirements, the creation of specialist classes and the usage of limited non-career appointments have been acceptable solutions. While LNA’s will not adequately meet the Civilian Reserve’s needs, the creation of a new Reservist class can. Unlike attempted legislation to date, BearingPoint recommends new legislation, which specifically addresses the employee classification issue by authorizing the creation a new CR class within the Foreign Service.

Because of the inherent structure and potential periodic mobilization of a Reservist group, the Department of State will need the right to activate, pay, and provide benefits to Reservists intermittently. BearingPoint’s legislative recommendations include language to authorize these features.

8.7.3.3 Benefits

If the reservist is a member of the Foreign Service, the benefits afforded to Foreign Service personnel should be available. For example, death gratuities offered to the surviving dependents of a fallen Foreign Service employee would be available:

The Secretary may provide for payment of a gratuity to the surviving dependents of *any Foreign Service employee*, who dies as a result of injuries sustained in the performance of duty abroad, in an amount equal to one year’s salary at the time of death (22 U.S.C. § 3973(a) (emphasis added)).

The term “Foreign Service employee” means any member of the Service (22 U.S.C. § 3973(d)).



Language specifically authorizing the application of Foreign Service benefits may still be included in a comprehensive legislative package. If the Civilian Reservists are not included in the Foreign Service, the advantages and benefits granted to the FS must be considered and potentially made available with legislation.

8.7.3.4 Hiring

A custom designed hiring plan excepted from the traditional Title 5 requirements is a major component of BearingPoint's recommendations. As a Foreign Service employee under Title 22, exception from Title 5 competitive service is explicit (22 U.S.C. § 3981). The Civilian Reservist classification could be identified as a new "Foreign Service Reservist" with specific appointment authority.

Since the traditional method of entering the Foreign Service as a Foreign Service Officer is through a complex and competitive examination and interview system, S/CRS needs the authority to develop its own recruitment and hiring model for the CR. The language in 22 U.S.C. § 3943, which DoS uses to hire other employment classes within the Service, including Foreign Service Specialists, Foreign Nationals, and Consular Agents, gives the Secretary of State this authorization:

The Secretary may appoint the members of the Service (other than the members [e.g., FSOs] of the Service who are in the personnel categories specified in section 3942 (a) of this title) in accordance with this chapter and such regulations as the Secretary may prescribe.

8.7.3.5 Compensation

BearingPoint's HR recommendations include the usage of a flexible pay scheme. Title 22 establishes the Foreign Service Schedule (FSS) standard salary classes for members of the Foreign Service as well as provides for allowances and differentials. Authorizing a pay banding scheme within the Foreign Service, which would be an exception to the FSS, would require new legislation similar to the flexibility granted 3161 employees in the following Title 5 language:

The rate of basic pay for an employee appointed under subsection (b) shall be established under regulations prescribed by the Office of Personnel Management without regard to the provisions of chapter 51 and subchapter III of chapter 53 of this title (5 U.S.C. § 3161(d)(1)).

Classes of Foreign Service employees excepted from the FSS are listed in Chapter 52, Subchapter IV in Title 22. Language authorizing flexible pay banding for the CR should be added to this subchapter as follows:

The President shall establish a Foreign Service Schedule which shall consist of 9 salary classes and which shall apply to members of the Service who are citizens of the United States *and for whom salary rates are not otherwise provided for by this subchapter* (22 U.S.C. § 3963 (emphasis added)).

8.7.3.6 Retirees

BearingPoint recommends the use of retirees to staff the Civilian Reserve to the fullest extent possible. As discussed in the HR section of this study, retirees expand the potential of needed skill sets and expertise in the fields most important to S/CRS. Specifically, Foreign Service and Civil Service retirees would likely be a targeted talent pool. Existing limitations on the reemployment of federal annuitants impede S/CRS' ability to leverage this talent.



Existing law allows OPM and the Secretary of State to waive these limitations for specific circumstances. BearingPoint proposes new legislation which would expand the valid reasons for waiving both Foreign Service and Civil Service annuitant limitations when the retiree is employed for a reconstruction and stabilization role. Legislation addressing these waivers has been introduced several times.

8.7.3.7 Reemployment Rights

BearingPoint recommends the extension of Uniformed Services Employment and Reemployment Rights Act (USERRA) reemployment rights to members of the CR in a comprehensive legislative package. See Attracting Civilian Reservists discussion in HR section.

USERRA provides reemployment rights to those men and women called from civilian jobs to serve in the military. USERRA prohibits employer discrimination against veterans and reservists because of their military service or obligations.

The “uniformed services” granted traditional USERRA protection consist of the following:

- Army, Navy, Marine Corps, Air Force, or Coast Guard
- Army Reserve, Naval Reserve, Marine Corps Reserve, Air Force Reserve, or Coast Guard Reserve
- Army National Guard or Air National Guard
- Commissioned Corps of the Public Health Service
- Any other category of persons designated by the President in time of war or emergency (38 U.S.C. § 4303)

Case law and legislative history dating back to the 1940s have molded USERRA into its present-day body. The Supreme Court has declared USERRA to be liberally constructed to the benefit of those it protects and to guarantee re-employment in a like position as if the servicemember never left. “[The returning veteran] does not step back on the seniority escalator at the point he stepped off. He steps back on at the precise point he would have occupied had he kept his position continuously during his military service.” Fishgold v. Sullivan Drydock & Repair Corp., 328 US 275 (1946).

Congress authorized USERRA rights to one organization outside its traditional military beneficiaries. The National Disaster Medical System (NDMS), originally part of the Department of Health and Human Services, and now a component of FEMA under the Department of Homeland Security, was granted USERRA rights:

[This section] formally establishes the National Disaster Medical System (NDMS), recognizing the important role already played by the NDMS in the Federal government’s response to all types of emergencies and disasters. The substitute also addresses a number of critical personnel issues within the NDMS, including employment rights (H.Rept. 107-481).

Under 42 U.S.C. 300hh–11(e)(3), working for NDMS is considered to be service in the uniformed services for the purposes of USERRA, although the appointee is not considered to be a member of the uniformed services (70 Fed. Reg. 242 Dec. 19, 2005).

S/CRS should propose application of USERRA rights to the CR. Congress established a precedent by granting NDMS, a civilian organization, USERRA reemployment rights based on a determined need. Similarly, the CR will require an extension of USERRA to attract and retain qualified personnel.



8.8 Detailed Legislative Recommendations

BearingPoint proposes new legislation utilizing existing appointment authorities combined with language from proposed legislation to realize the full spectrum of recommendations for the CR. In addition, optional legislative recommendations are included for consideration.

8.8.1 Comprehensive Legislative Requirements

BearingPoint recommends the Department of State propose the comprehensive legislative package in table 8-6 to Congress to fully address the Civilian Reserve's many requirements.

Note: "Newest Lugar bill" refers to the draft *Reconstruction and Stabilization Civilian Management Act of 2006*

Table 8-6. Legislative Requirements Matrix

Recommendation	Precedent/Legislative Attempts	Legislative Language
Codify S/CRS as a permanent organization	S.209 Sec. 6; H.R.1361 Sec. 102; S.600 Sec. 706 (See generally P.L. 108-447 Sec. 408)	ESTABLISHMENT OF OFFICE- The Secretary shall establish within the Department of State an Office of the Coordinator for Stabilization and Reconstruction. How: Amend Title I of the State Department Basic Authorities Act of 1956 by adding after section 60 (22 U.S.C. § 2732) or by creating a new section 63
Establish the leadership authority for S/CRS	S.209 Sec. 6; H.R.1361 Sec. 102; S.600 Sec. 706	HEAD OF OFFICE - The head of the Office shall be the Coordinator for Stabilization and Reconstruction. The President shall appoint the Coordinator, by and with the advice and consent of the Senate. The Coordinator shall report directly to the Secretary and shall have the rank and status of Ambassador-at-Large.
Establish the purpose and functions of S/CRS	S.209 Sec. 6; H.R.1361 Sec. 102; S.600 Sec. 706; P.L. 108-447 Sec. 408 (emphasized section added in newest Lugar bill)	PURPOSE OF OFFICE- The Office shall have primary responsibility for planning and administering stabilization and reconstruction operations in a country or region that is in, or is in transition from, or is likely to enter into, conflict or civil strife.
Authorize the creation of the Civilian Reserve	S.209 Sec. 7; S.600 Sec. 707 (emphasized section added in newest Lugar bill)	ESTABLISHMENT AND PURPOSE- The Secretary, in consultation with the Administrator of the United States Agency for International Development, is authorized to establish a Response Readiness Corps (hereafter referred to in this section as the 'Corps') to provide assistance in support of stabilization and reconstruction activities in foreign countries or regions that are <i>at risk of</i> , in, or are in transition from, conflict or civil strife.
Specifically address the new Foreign Service Reservist classification		Amend the Foreign Service Act of 1980 by adding the following to section 103 (22 U.S.C. § 3903) The following are members of the service: (8) Foreign Service reservists, appointed under section 303 by the Secretary of State, who provide assistance in support of stabilization and reconstruction activities in foreign countries or regions that are at risk of, in, or are in transition from, conflict or civil strife.
Grant reemployment rights to members of the Civilian Reserve	42 U.S.C. § 300hh-11(e)(3) (NDMS); H.R.1361 Sec. 102	Members of the Reserve shall be treated as members of the uniformed services, as defined in section 4303(16) of title 38, United States Code, for purposes of employment and



Recommendation	Precedent/Legislative Attempts	Legislative Language
		reemployment rights under subchapters I and II of chapter 43 of such title.
Grant exception from the competitive service	22 U.S.C. § 3981	Positions designated under this section are excepted from the competitive service. (implicit if the CR becomes a FS classification)
Authorize intermittent employment and an exception to the time requirements for federal benefits	42 U.S.C. § 300hh–11 (d) (NDMS)	The Secretary may appoint individuals to serve as intermittent personnel of such System in accordance with applicable civil service laws and regulations, but without regard to the standard minimum time requirements for federal benefits eligibility.
Authorize the benefits of the Foreign Service at the discretion of the Secretary	Peace Corps Act Sec. 2506; S.600 Sec. 710 (e); S.209 Sec. 10 (e); H.R.1361 Sec. 102; See also S.2600 Sec. 2	The Secretary may extend to any individuals assigned, detailed, or deployed to carry out stabilization and reconstruction activities in accordance with this title the benefits or privileges set forth in sections 412, 413, 704, and 901 of the Foreign Service Act of 1980 (22 U.S.C. 3972, 22 U.S.C. 3973, 22 U.S.C. 4024, and 22 U.S.C. 4081) to the same extent and manner that such benefits and privileges are extended to members of the Foreign Service.
Dual compensation waiver for Foreign Service annuitants	S.600 Sec. 710 (d); S.209 Sec. 10 (d)	The Secretary may waive the application of subsections (a) through (d) of section 824 of the Foreign Service Act (22 U.S.C. 4064), for annuitants under the Foreign Service Retirement and Disability System or the Foreign Service Pension System who are reemployed on a temporary basis in order to be assigned, detailed, or deployed to assist in stabilization and reconstruction activities in accordance with this title.
Dual compensation waiver for Civil Service annuitants	S.209 Sec. 10 (d); (newest Lugar bill) Sec. 10	Notwithstanding sections 8344(i) and 8468(f) of title 5, United States Code, the Secretary or the head of another executive agency, as authorized by the Secretary, may waive the application of subsections (a) through (h) of such section 8344 and subsections (a) through (e) of such section 8468 with respect to annuitants under the Civil Service Retirement System or the Federal Employees Retirement System who are assigned, detailed, or deployed to assist in stabilizing and reconstructing a country or region that is at risk of, in, or is in transition from, conflict or civil strife during the period of their reemployment.
Official mobilization	H.R.1361	The President, acting through the Coordinator, may authorize the deployment of members of the Reserve to a country or region in support of stabilization or reconstruction operations under section 620K of the Foreign Assistance Act of 1961.
Official mobilization	H.R.2601 Sec. 216 (g); S.600 Sec. 707	The Secretary may deploy members of the reserve component in support of stabilization and reconstruction activities in a foreign country or region if the President makes a determination regarding a stabilization and reconstruction crisis.
Official coordinator of a response	S.600 Sec. 706	If the President makes a determination regarding a stabilization and reconstruction crisis under section 618 of the Foreign Assistance Act of 1961, the President may designate the Coordinator, or such other individual as the President may determine appropriate, as the coordinator of the United States response.
Authorize initial funding	S.600 Sec. 705; (newest Lugar bill) Sec. 5	There is authorized to be appropriated, without fiscal year limitation, \$XX,000,000 in funds that may be used to provide assistance authorized in subsection (a) [authority].
Authorize funding for Civilian Reserve	(newest Lugar bill) Sec. 5	Of the amount made available pursuant to paragraph (1) [initial funding] for fiscal year 2007, \$XX,000,000 may be made available for expenses related to the development, training, and operations



Recommendation	Precedent/Legislative Attempts	Legislative Language
		of the Civilian Reserve established under section 61(c) of the State Department Basic Authorities Act of 1956.
Authorize sufficient appropriations	S.600 Sec. 711; (newest Lugar bill) Sec. 11	There are authorized to be appropriated \$XX,000,000 for fiscal year 2007 and such sums as may be necessary for fiscal year 2008 for personnel, education and training, equipment, and travel costs for purposes of carrying out this title and the amendments made by this title.
Authority to employ more people	S.600 Sec. 707 (b); S.209 Sec. 7	The full-time personnel authorized to be employed in the Response Readiness Corps under section 63(c)(1)(B)(i) of the State Department Basic Authorities Act of 1956 (as added by subsection (a)) are in addition to any other full-time personnel of the Department or the United States Agency for International Development authorized to be employed under any other provision of law.
Authorize training	H.R.2601 Sec. 216 (d); P.L. 108-447 Sec. 408 (6)	The Coordinator for Stabilization and Reconstruction is authorized to conduct and arrange for training and education of the Active Response Corps.
Authorize training	S.600 Sec. 708; P.L. 108-447 Sec. 408 (6)	The Secretary, in cooperation with the Secretary of Defense and the Secretary of the Army, is authorized to establish a stabilization and reconstruction curriculum for use in programs of the Foreign Service Institute, the National Defense University, and the United States Army War College.
Promotion benefits	S.600 Sec. 709	Service in stabilization and reconstruction operations overseas, membership in the Response Readiness Corps under section 63(c) of the State Department Basic Authorities Act of 1956 (as added by section 707), and education and training in the stabilization and reconstruction curriculum established under section 701(g) of the Foreign Service Act of 1980 (as added by section 708) should be considered among the favorable factors for the promotion of employees of Executive agencies.
Authority to accept detailees	(newest Lugar bill) Sec. 10(c)	The Secretary is authorized to accept details or assignments of employees of Executive agencies, members of the uniformed services, and employees of State or local governments on a reimbursable or nonreimbursable basis for the purposes of carrying out this Act. The assignment of an employee of a State or local government under this subsection shall be consistent with subchapter VI of chapter 33 of title 5, USC.
Authorize flexible pay schemes, such as pay banding	5 U.S.C. § 3161(d)(1)	The rate of basic pay for an employee appointed under this Act shall be established without regard to the FSS. How: Classes of Foreign Service employees excepted from the FSS are listed in Chapter 52, Subchapter IV in Title 22.
Increase in premium pay cap	S.209 Sec. 10 (g); (newest Lugar bill) Sec. 10(e)	The Secretary or the head of another executive agency, as authorized by the Secretary, may compensate an employee detailed, assigned, or deployed to assist in stabilizing and reconstructing a country or region that is at risk of, in, or is in transition from, conflict or civil strife, without regard to the limitations on premium pay set forth in section 5547 of title 5, USC, to the extent that the aggregate of the basic pay and premium pay of such employee for a year does not exceed the annual rate payable for level II of the Executive Schedule.
Authority to establish advisory committee	S.600 Sec. 710(h) (newest Lugar bill) Sec. 10(i)	The Secretary may establish temporary commissions composed of individuals with appropriate expertise to facilitate the carrying out of this title.



8.8.2 Optional Legislative Considerations

Because the potential mobilization notification period will be 30 to 90 days, BearingPoint recommends that some additional protections traditionally granted to members of the military be considered for extension to the CR.

Servicemember Civilian Relief Act of 2003

The Servicemember Civilian Relief Act (SCRA) of 2003 extends benefits to servicemembers, including deployed military reservists. Provisions in the SCRA protect servicemembers' interests in the United States while serving in foreign countries. In addition, these provisions safeguard the interests of third parties, such as servicemembers' creditors. For example, a default judgment against a servicemember is a potential issue for Civilian Reservists because members will be unable to plead in court or defend a lawsuit while stationed in a foreign nation. BearingPoint recommends that S/CRS review these provisions during the design of the CR legislation.

The following summarizes the SCRA benefits for potential application to the CR.

General Relief

The SCRA provides several broad protections. The SCRA:

- Protects servicemembers against a default judgment (50 U.S.C. Appx. § 521), which is a judgment entered against a defendant who has failed to plead or otherwise defend against the plaintiff's claim (Black's Law Dictionary (8th ed. 2004)).
- Provides the general relief section with a stay of proceeding at any stage of a trial before final judgment in a civil action or proceeding in which a servicemember is a party (50 U.S.C. Appx. § 522).
- Provides additional relief, such as freezing of interest rates at the point before active military service and a stay of attachment (see 50 U.S.C. Appx. §§ 523-27).

Rent, Installment Contracts, Mortgages, Liens, Assignment, Leases

The SCRA provides specific protections for recurring monthly obligations, such as rent and lease payments. The SCRA:

- Protects servicemembers and dependents from eviction during the period of military service except otherwise decreed by court order (50 U.S.C. Appx. § 531).
- Protects servicemembers upon breach of contract for the purchase of real or personal property (including a motor vehicle); or the lease or bailment of such property may not be rescinded or terminated for a breach of terms of the contract occurring before or during that person's military service (50 U.S.C. Appx. § 532). In addition, this section prevents servicemembers' property from being repossessed for such breach without a court order after entering military service (50 U.S.C. Appx. § 532).
- Prevents foreclosure of servicemembers' real and personal property if financial obligations are not paid unless by court order (50 U.S.C. Appx. § 533).
- Provides additional relief, such as extending these benefits to dependents and early termination of leases prior to military service (see 50 U.S.C. Appx. §§ 534).



Life Insurance

The SCRA provides specific protections for life insurance policies. The SCRA:

- Protects life insurance policies from lapsing, termination, or forfeiture for nonpayment of a premium, or interest or indebtedness on a premium if elected by the Secretary of Veterans Affairs (50 U.S.C. Appx. § 542-44).
- Prevents payment of insurance proceeds to a servicemember or beneficiary while under protection of this section (50 U.S.C. Appx. § 545).
- Deducts from the insurance proceeds the amount of the unpaid premiums, as well as the interest in order to protect the interests of the life insurance carrier (50 U.S.C. Appx. § 546).

Taxes and Public Lands

The SCRA provides specific protections for public lands and taxes. The SCRA:

- Prevents forfeiture of a servicemember's land acquired before the commencement of military service on the account of absence or failure to begin or complete any work or improvements during the period of military service (50 U.S.C. Appx. § 561-62).
- Defers the filing of income taxes immediately before and during military service, as well as prevents the accrual of interest on taxes (50 U.S.C. Appx. § 570).
- Excludes servicemember's compensation from the determination of gross income defined in 26 U.S.C. § 61(a) (50 U.S.C. Appx. § 571).

Administrative Measures

The SCRA provides administrative procedures and remedies for violations of these legal benefits outlined in the SCRA. The administrative procedures and remedies are outlined in 50 U.S.C. Appx. § 581-83, 91-96.



8.9 New Legislation Considerations

This section outlines potential support and pushback from a variety of sources and includes specific congressional requests for a legislative proposal from S/CRS.

8.9.1 Potential Support and Pushback

Recognizing the length, complexity, and political nature of the legislative process, S/CRS should consider the sources of possible support and pushback summarized in table 8-7.

Table 8-7. Potential Sources of Support and Pushback for New Legislation

New Legislation Considerations	
Issue	Potential Support
Establishing the role and purpose of a coordinated civilian response	Presidential Directive- NSPD 44 DODD 3000.05 Attempted legislation discussed in Section 8.5 H.R.5122 RH Sec. 1034 Bush Administration budget requests for FY05 supplemental, FY06, and FY07 Multiple think tanks and independent studies
Creation of a new FS classification	Addressing the employee classification issue now will empower State to staff the CR and reduce the potential for needed future legislation
Issue	Potential Pushback
Hiring private sector employees as reservists	Conflict of interest and ethics concerns
Expanding the realm of re-employment rights to CR members from the private sector	Re-employment rights have traditionally been granted to those in the uniformed services. Granting re-employment rights to civilian members of NDMS was unprecedented. Recent extensive use of military reserves and national guard members in terms of the number deployed, number of deployments, and duration of mobilization have made re-employment rights more burdensome on private employers. Business lobby Takings Clause- Private property shall not be taken for a public use, without just compensation.
Creation of a new employment classification	Congressional Civil Service committees may be concerned about new exceptions to civil service rules.
Creation of a new FS classification	Potential opposition to new FS class excepted from traditional hiring system.
Funding a civilian response reserve	Potential opposition to contingency funding and civilian surge capacity.



8.9.2 Additional Congressional Support

Additional congressional support for a new legislative proposal can be found in many instances. Congress has repeatedly addressed post-conflict response issues and has requested both a comprehensive report and legislative package from the Department of State. State Department staff noted that the S/CRS December 2005 report combined with the President's FY2006 budget request addressed the initial Congressional requests. Currently, Congress is expecting a comprehensive legislative package to be submitted by the State Department after leaders have considered this study and come to a consensus across the interagency.

Recent statements by leading members of Congress and language in a recent Defense appropriation bill have also emphasized the need to fulfill the mission that S/CRS and the CR are being designed to carry out.

Congressional Support

Source	Remarks
Senate Report 108-344 (Sept. 15, 2004)	The Committee directs that not later than 1 year after the date of enactment of this Act, the Office shall provide a report to the Committee on the desirability and feasibility of establishing a response entity that can provide assistance in support of stabilization and reconstruction activities overseas in the event of conflict or civil strife. The report should make recommendations on whether and why such an entity is needed. If the Office determines that such a response entity is necessary, the report should include recommendations on which agency the entity should be established under, or whether the entity should be independent; what the mission and authorities of this entity should be; what the operating budget of this entity should be; how many personnel should participate in this entity and what functions they should perform; what expertise these personnel should have; and the circumstances in which this entity should be deployed. The Office shall submit, for the consideration the relevant authorizing Committees, any legislation that may be necessary to implement the proposed recommendations.
Conference Report on H.R.3057, Foreign Operations, Export Financing, and Related Programs Appropriations Act, 2006 H.Rept. 109-265 (Nov. 2, 2005)	The conference agreement does not include funding for the Conflict Response Fund. The conferees request the State Department, prior to the submission of the fiscal year 2007 budget request, to provide the Committees on Appropriations with a comprehensive, disciplined and coherent strategy detailing how the Office of the Coordinator for Reconstruction and Stabilization will coordinate United States Government-wide efforts to respond to international post-conflict contingencies.
Security and stabilization assistance (discussing Sec. 1207) Cong. Rec. H13109 (Dec. 18, 2005)	The conferees commend the administration for the steps it is taking to improve U.S. capacity and interagency coordination in planning for, supporting, and conducting stability operations in post-conflict situations.
Security and stabilization assistance (discussing Sec. 1207) Cong. Rec. H13109 (Dec. 18, 2005)	In authorizing this provision, the conferees also express their support for the Department of State Office of the Coordinator for Reconstruction and Stabilization (S/CRS). The mission of S/CRS is to lead, coordinate and institutionalize U.S. government civilian capacity to prevent or prepare for post-conflict situations, and to help stabilize and reconstruct societies in transition from conflict or civil strife. The conferees commend the Department of Defense's active support of and cooperation with S/CRS, and urge the Department of Defense to continue to deepen its coordination with the Department of State on planning for and participating in post-conflict stability operations and reconstruction efforts.
Security and stabilization assistance (discussing Sec. 1207) Cong. Rec. H13109 (Dec. 18, 2005)	The conferees view this provision as a temporary authority to provide additional resources, if needed, to the Department of State until S/CRS is fully stood up and adequately resourced. The conferees do not believe it is appropriate, and are not inclined, to provide long-term funding from the Department of Defense to the Department of State so that the Department of State can fulfill its statutory



Congressional Support

	<p>authorities. The conferees urge the administration to request the necessary resources for S/CRS in fiscal year 2007 and future years budget submissions for the Department of State.</p>
<p>Conference Report on H.R.4818, Making Appropriations For Foreign Operations, Export Financing, and Related Programs for the Fiscal Year Ending September 30, 2005, And For Other Purposes</p> <p>H.Rept. 108-792 (Nov. 20, 2004)</p>	<p>Post-conflict Response.--The conferees include language regarding the function of the Office of the Coordinator for Reconstruction and Stabilization, as proposed by the Senate, with the exception of a funding designation. The conferees support the Department's establishment of the Office of the Coordinator for Reconstruction and Stabilization, which shall serve as the central entity to plan and coordinate United States Government civilian activities in pre- and post-conflict environments, and to react to complex contingencies. The conferees understand that this office will improve operational response time in the areas of reconstruction, stabilization, and humanitarian assistance. The conferees direct the Office to coordinate with bureaus within the State Department, other relevant U.S. agencies, and non-governmental organizations. The conference agreement adopts by reference language included in the Senate report regarding a description of this Office's functions and a description of how the Office will coordinate with other bureaus in the Department and other agencies. The conferees expect to be notified of any expansion of the Office as required by section 605 of this Act.</p>
<p>Sen. John Warner Cong. Rec. S3681-3682 (April 27, 2006)</p>	<p>We need significantly more non-military personnel with expertise in areas such as economic development, civil affairs, agriculture, and law.</p> <p>I believe it is imperative that we leverage the resident expertise in all federal departments and agencies of our government to address the complex problems facing the emerging democracies in Iraq and Afghanistan. I am prepared to work with the executive branch to sponsor legislation, if necessary, to overcome challenges posed by our current organizational structures and processes that prevent an integrated national response. I look forward to continued consultation on this important subject.</p>
<p>"House Armed Services Committee Approves FY2007 Defense Authorization Bill," H.R.5122, NDAA 2007 Developing Partnerships Press Release (May 3, 2006)</p>	<p>Achieving United States security objectives requires the integration of all national power – political, military and economic. In many cases, non-military departments and agencies lack planning, surge and overseas deployment capabilities, and the interagency process – which coordinates national-level policy development – has not been effective in executing national security policy. As a result, our servicemembers routinely fill gaps in civil capabilities, such as reconstruction efforts, coordination of humanitarian relief and training and equipping police forces. These missions are in addition to the full range of military operational requirements and may, in some cases, place an unfair burden on our armed forces. H.R. 5122 would require that the President assess the non-DoD elements required to achieve the full spectrum of U.S. national security interests, including organizational structures, planning and assessment capabilities, information-sharing policies, command and control systems, personnel policies and acquisition authorities. The President would also provide specific legislative proposals to improve interagency capacity and enhance civilian capabilities for national security purposes.</p>
<p>H.R.5122 Sec. 1034</p>	<p>Report Required- Not later than February 1, 2007, the President shall submit to Congress a report on building interagency capacity and enhancing the integration of civilian capabilities of the executive branch with the capabilities of the Armed Forces as required to achieve United States national security goals and objectives.</p> <p>Recommendations for specific legislative proposals that would improve interagency capacity and enhance the integration of civilian capabilities with the capabilities of deployed elements of the Armed Forces for each of the areas specified...</p>



8.10 Conclusion

BearingPoint recommends comprehensive legislation to fully address the many unique requirements for a successful Civilian Reserve. Recommended legislation consists predominantly of language from previously introduced bills and the application of existing law beyond its original intent. Legislative recommendations that have not been attempted for the proposed Civilian Reserve include the creation of a Civilian Reserve classification in the Foreign Service, which can be employed intermittently, and the extension of federal benefits without regard to traditional continuous time in service requirements. Proposing a specific and comprehensive package will enable Congress to properly evaluate S/CRS' visions for the Civilian Reserve.